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ABSTRACT

The educational needs described in this report are not unique to South Dakota. The inadequacy of the property tax revenue as a chief source of public school support is a fact of educational finance to which increasing attention is being given by school officials in many parts of the nation. A number of States, South Dakota included, continue to place the major responsibility for public school support on local property taxation and to rely on local initiative for developing an efficient system of school district organization. This document reports the results of an investigation into the quality of the education and the taxation system in South Dakota, and offers recommendations for citizen consideration. Committee members visited a representative sample of 25 school districts and utilized prepared data forms that elicited data on instructional practices, instructional facilities, pupil personnel services, innovations, special programs, pupil population, and staff characteristics. Two major recommendations asked that a concerted effort be made among citizens to reexamine the educational objectives of the State and that the State Department of Public Instruction and allied professional organizations strengthen their commitment to research and development as a means to assist in the improvement of public education. (Author)

★ REPORT OF AN INVESTIGATION ★

ED 059536 Rev

South Dakota

A STATEWIDE STUDY OF PUBLIC SCHOOL FINANCE AND CONDITIONS IN THE SCHOOLS

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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EA 003 984

National Education Association
Commission on Professional Rights and Responsibilities

OCTOBER 1968

The National Education Association, with its affiliated organizations, represents more than one million American teachers and, therefore, is in a position to speak for the teaching profession of the United States.

In 1941 the National Education Association organized the National Commission for the Defense of Democracy Through Education to help develop understanding of the important relationship between a better education for all our people and the maintenance of our American democracy and way of life and to bring to the teaching profession greater strength and unity in working for increased democracy in and through education. In 1961 the Representative Assembly merged the Commission with the Committee on Tenure and Academic Freedom to form the Commission on Professional Rights and Responsibilities. The functions of this Commission are—

1. To defend members of the teaching profession, schools, and the cause of education against unjust attacks; to investigate controversies involving teachers and schools justly, fearlessly, and in the public interest.

2. To encourage the development and use of personnel policies that attract and hold competent professional personnel and prevent unnecessary difficulties.

3. To aid in improvement and extension of state tenure legislation.

4. To promote the civil and human rights of members of the teaching profession and foster conditions of academic freedom under which teachers may safely teach the truth without fear or favor.

5. To gather information about the various individuals and groups who criticize or oppose education and make résumés of their activities.

6. To investigate cases of alleged unethical conduct by members of the teaching profession when requested to do so by the Committee on Professional Ethics.

7. To investigate charges and report to the NEA Executive Committee the name of any member who violates the requirements of Article I of the NEA Bylaws.

8. To issue reports and engage in such other activities as are appropriate to the development of better understanding by the profession and the public of the areas of concern which are the responsibility of the Commission.

October 1968

Commission on Professional Rights and Responsibilities
of the
National Education Association of the United States
1201 Sixteenth Street, N.W., Washington, D.C. 20036

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Foreword

The needs of public elementary and secondary education described in this report, although more severe than in many other states, are by no means unique to South Dakota.

The inadequacy of property tax revenues as a chief source of public school support is a fact of educational finance to which increasing attention is being given by school officials in many parts of the nation.

The inequities inherent in an overreliance on *local* tax resources to finance a state's system of public school education are increasingly being exposed as a basic cause of unequal educational opportunity.

The retention of an outmoded and inefficient system of school district organization is widely recognized as an uneconomical use of the educational investment.

The growing scope and complexity of public education in recent years have clearly exposed the need for states to exercise a greatly expanded role in educational leadership and finance.

And yet a number of states—South Dakota among them—continue to place the major responsibility for public school support on local property taxation. A number of states—South Dakota among them—continue to rely on local initiative for developing an efficient system of school district organization, providing neither the leadership nor the financial incentive to expedite this major task.

The educational losses thus incurred are outlined in this investigation report. The findings and recommendations of this Special Committee are offered in the hope that they will be of assistance to South Dakota citizens and their elected and appointed officials in solving the serious educational problems that now confront them. The Special Committee also hopes that the proposals that it offers for state public school finance and leadership will inspire state action for educational advancement, not only in South Dakota, but also in other states whose problems are similar to the ones outlined here.

Robert B. Turner, Jr., *Chairman*
NEA Commission on
Professional Rights and
Responsibilities

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SPECIAL COMMITTEE FOR THE SOUTH DAKOTA INVESTIGATION

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Summary and Recommendations

The schools of South Dakota need a renaissance of purpose, awakened interest among citizens, renewed professional zeal, and essential changes in organization and financial support to give the total system a strong thrust forward toward improving and equalizing the quality of educational opportunity available to the children and youth of the state.

There is a great challenge for all. No one—the educator, the lay citizen, or the leader—can neglect his duty to be concerned and to act responsibly. The rewards of constructive action are inestimable in terms of human and economic values.

SUMMARY OF FINDINGS

In any public school study, an investigating group can always find a number of commendable qualities. This study was no exception. The Special Committee found individual examples of excellent educational programs, dedication and skill among teaching staffs, and, in some instances, better than average school facilities. However, the purpose of this Committee was not to commend, but to look for means of improving the educational programs and services available to all the students attending South Dakota's public schools.

In summary, therefore, the Special Committee cites the following as the major areas of educational need in this state:

1. Serious deficiencies are found in school curriculums, facilities, and professional staff qualifications.
2. Wide disparities exist in the comprehensiveness and scope of educational programs and services offered by the larger and the smaller school districts. The larger districts are able to offer a greater variety of programs and services, to provide relatively superior educational facilities, and to employ staff members with a higher level of professional preparation in both general and specialized instructional fields.
3. Reorganization of school districts and consolidation of some schools are top-priority needs in this state.
4. The needs of kindergarten and prekindergarten children deserve special attention.
5. In the junior high schools (or middle schools) programs and services designed to meet the particular needs of the early adolescent need further identification and development.
6. A broadening and a further development of high school curriculums are essential to meet equally the needs of college-bound and non-college-bound students.

7. Summer schools can be utilized far more effectively than at present to extend the school year for remedial instruction for some pupils and enrichment programs for others.
8. South Dakota's public schools are not adequately identifying and meeting the educational needs of pupils who drop out of school before graduation, children with learning and physical disabilities, and adults who require basic education or retraining in order to meet job market qualifications.
9. There are shortages—and in some schools a total absence—of professional specialists, administrative aides, secretarial assistants, and other noninstructional staff members to assist the classroom teacher.
10. The present school system does not offer reasonable economic opportunity for career commitment and professional advancement of staff members. In 1967-68 only 2 percent of the public school teachers in this state received a salary of $7,500 or more.

The major financial and organizational barriers to the advancement of public education in South Dakota can be summarized as follows:

1. Although South Dakota has a stable economy with a relative ability of about 80 percent of the national average to support education, the state is troubled by continuing controversy over taxation, with the result that keeping taxes down often takes precedence over basic educational issues.
2. A heavy dependence on the property tax and a reluctance at the state level to adopt clear-cut policies and procedures for reorganization of an antiquated school district structure have fostered in many areas of the state a system incapable of operating a modern educational program.
3. The present school finance plan has the following serious weaknesses:
   (a) The foundation level is too low.
   (b) The method of computing classroom units as a measure of need is inadequate.
   (c) Too little state aid is available to make an equalized foundation operative.
   (d) The state fails to establish a program of state and local sharing in the cost of capital outlay.
   (e) The state fails to provide adequate sharing in the cost of transportation.
   (f) The financial plan fails to provide adequate incentive for reorganizing districts into more educationally efficient units.
   (g) The financial plan is not flexible enough for prompt response to changes in economic conditions and educational needs.

4. The State Board of Education and the State Department of Public Instruction are neither adequately funded nor sufficiently empowered to fulfill their legal obligations to govern and guide public education in South Dakota.
5. There appears to be insufficient strength and coordination of effort on the part of educationally concerned professional and lay citizens' groups in developing politically effective action programs to promote the advancement of the public schools. Particularly apparent is the lack of communication between two major statewide organizations concerned with the schools—the South Dakota Education Association and the Associated School Boards of South Dakota.

RECOMMENDATIONS

The Special Committee offers the following recommendations for consideration by all responsible citizens in South Dakota:

GENERAL RECOMMENDATIONS

1. There should be a concerted effort among all citizens and groups of citizens to reexamine the educational objectives of this state and to urge immediate legislative action for reorganization of inefficient districts, improvement of financial support, revision of educational programs, and other measures essential for the improvement of public education in South Dakota.
2. The State Department of Public Instruction, the public colleges and universities, the South Dakota Education Association, and the South Dakota School Boards Association should strengthen their commitment to research and development as a means to assist in the improvement of public education.

SPECIFIC RECOMMENDATIONS

1. Citizens should vote in the November 1968 election to uphold the state law for reorganization of local school districts. The legislature should enact any further legislation needed to clarify responsibilities and procedures for implementing a speedy and sound program of reorganization.
2. The state should act immediately to clarify the authority and responsibility of the State Board of Education and to provide adequate financial support to strengthen the State Department of Public Instruction, including moving the latter to quarters that are suitable and adequate for its operation.

3. The State Department of Public Instruction, the state's public colleges and universities, and local boards of education should adopt concerted programs for preparation and in-service education of professional personnel. These programs should be based on the needs of the state and should look for wide regional (intra- and interstate) cooperation where reasons of economy and quality indicate this to be advisable.
4. Policies should be established by the state and local boards of education—and by legislation where necessary—to provide for general improvement of educational programs and services in the public elementary and secondary schools, especially for the following:
   (a) Universal kindergartens and experimental prekindergarten programs;
   (b) Programs for exceptional children;
   (c) Supportive services and personnel, among them counseling, resource materials specialists, and psychological services;
   (d) Remedial instruction and instructional specialists in such fields as music, art, math, and science in the elementary schools;
   (e) Identification and development of programs designed to meet the particular needs of junior high school students;
   (f) Development of high school curriculums and services designed to meet the needs of both college-bound and noncollege-bound students;
   (g) Capital facilities designed to accommodate adequate comprehensive programs;
   (h) Provision of adequate library space, facilities, and services;
   (i) Summer programs for enrichment and remedial instruction;
   (j) Instructional materials of improved quality and in more nearly adequate quantity than are presently available; and
   (k) Part-time programs of continuing education for adults.
5. To accomplish these improvements, the following revisions in the present state finance plan are recommended (complete details of the proposed plan are shown in Table 16):
   (a) The state should set a foundation goal high enough to provide for continuous improvement in the financial support of the South Dakota schools for the three or four years before revision in the basic formula will be needed. A figure of $11,000 per classroom unit, or 1.65 *times* the average salary of all professional certificated staff, is recommended for 1969-70 for current operating expenses excluding transportation.
   (b) The state should revise the method for computing the classroom

units as the basis for determining the cost of the foundation program. The proposed method, based on average staffing practice, is shown in Table 14 of this report. Classroom units would be computed for each district by adding the results obtained in the following items:

i. The average number of regular teachers in elementary schools, classified by districts with varying pupil enrollments;
ii. The average number of regular teachers in secondary schools (junior and senior high), classified by districts with varying pupil enrollments;
iii. The actual number of certificated teachers employed in special programs approved by the State Board of Education; and
iv. Thirteen percent of the sum obtained in items i, ii, and iii for nonteaching professional staff members such as superintendents, principals, supervisors, librarians, counselors, and others.

(c) School transportation should be excluded from the foundation program and should be financed as a special function. The state should pay the basic cost of transporting pupils to and from school (or at least a substantial proportion thereof), leaving to local districts the responsibility of assuming additional costs for other services.

(d) The state should establish a method for local district contribution to the cost of the foundation based on relative taxable ability, including county funds for tuition pupils at amounts comparable to local funds for resident pupils. The proposal in this study recommends a base for purposes of computation at amounts of local funds that would be produced by levies on adjusted assessed valuations of 24 mills on agriculture property and 40 mills on other property.

(e) Allotments of state aid should be commensurate with local tax effort, i.e., additional aid beyond the amount received in the preceding year would bear the same ratio to potential entitlement that the actual local tax levy bears to the base figure of 24-40 mills. Increases in state aid allotments would be dependent on amounts of increases in the total state foundation appropriation.

(f) The state should establish a foundation program for capital outlay and debt service costs to be shared from state and local funds. In principle, the program should provide for a foundation allowance, approved by the State Board of Education and based

on current average construction costs, with the state sharing on an equalization basis in the same proportion as the state aid for operating expenses. Because, in the long run, adequate capital facilities cost about 20 percent of current operating expenses, a foundation program for these facilities would contribute to an equitable distribution of the total costs of public schools between local and state tax sources.

(g) The state should establish general criteria for the reorganization of school districts, with these standards to be administered by the State Board of Education. Districts approved by the State Board of Education would be entitled to full allowances of state aid. Those not meeting approved standards would not be entitled to aid for capital outlay. A reduction in the computed additional aid for current operating expenses should be considered until districts meet approved standards of school district organization. Aid could be withheld by reducing the number of classroom units as proposed in Table 14.

(h) Earmarked aids for special programs should be limited, where feasible, to the introduction and development of new programs and services and should not be used as a permanent method of financing. These aids should be continued, and expanded if necessary, until the special programs are sufficiently developed to warrant proper weighting of costs on the regular classroom unit basis and incorporation into the foundation program.

(i) The proposed revisions in financial support of the public schools should be limited to Independent (unified) Districts that meet acceptable standards of organization as provided by law and as approved by the State Board of Education.

6. The NEA Special Committee further recommends that there be a renewal of effort on the part of the South Dakota Education Association and the Associated School Boards of South Dakota, as the two primary statewide organizations concerned with public education, to develop effective and continuing communications with each other in discussing and seeking solutions to the problems of education. These organizations should assume a greater leadership role in enlisting a strong public initiative for the legislative and constitutional changes needed to provide an effectively organized, adequately financed statewide system of public school education.

7. Finally, the Special Committee recommends to the South Dakota Education Association that it—

(a) Intensify and expand its legislative and political action programs,

enlisting the active involvement of local teacher groups, local boards of education, and educationally concerned community groups in an effort to persuade the public, candidates for political office, and incumbent officeholders of the imperative need for a greatly increased level of state aid to public schools and for a revised method of distributing state funds to accomplish the objectives set forth under Recommendation 5 above.

(b) Assist local teacher groups to organize themselves politically in support of constructive educational issues and of political candidates with a demonstrated commitment to public education.

(c) Continue and intensify its efforts to influence the legislature, and candidates for the legislature, to support the adoption of an effective state tenure law, a professional practices act, and a bill granting public school personnel the right to enter into professional negotiation agreements with boards of education.

(d) Keep the National Education Association informed of its progress in working toward accomplishment of the recommendations contained in this report.

(e) Continue to draw on such resources of the National Education Association as are necessary for the achievement of the goals of these recommendations.

I. Introduction and Background

THE CENTRAL PROBLEMS

The Constitution of South Dakota (Article VIII, Section 1):
The stability of a republican form of government depending on the morality and intelligence of the people, it shall be the duty of the legislature to establish and maintain a general and uniform system of public schools wherein tuition shall be without charge and equally open to all; and to adopt all suitable means to secure to the people the advantages and opportunities of education.

The charge has been made repeatedly in recent years that the South Dakota legislature has not fulfilled its constitutional responsibility for the public elementary and secondary schools of the state. Lay citizens' groups, school finance specialists, and the people who are best qualified to speak from their own experience—the educators themselves—have reported that the "advantages and opportunities of education" are neither equally available to all nor sufficiently available to many of the students attending South Dakota public schools.

These various groups have focused on two major problems as basic to the inadequacies and inequalities of public education in South Dakota—

- *Excessive reliance by the state on local property taxes for the support of public education*
  In 1967-68, the state government of South Dakota provided only 13.7 percent of public school revenues. This is in contrast to a national average for all the states of 40.3 percent. Only two other states, New Hampshire and Nebraska, paid a smaller proportion of the total costs of local public school education.[1]

- *Excessive reliance by the state on local initiative for the development of an efficient system of school district consolidation and organization*
  In 1966-67, South Dakota had 225 Independent School Districts * and 1,789 Common School Districts.** Six hundred ninety-five of the Common School Districts operated no schools at all, contracting for the education of their children with nearby districts. Thus, it is reported that only slightly more than one-third of South Dakota's total land area is organized in 12-grade school districts.
  In 1966-67, there were 13 Independent Districts with fewer than 100 pupils, and there were 43 one-teacher schools in the Independent

* Most of the Independent School Districts operate grades 1 through 12; all of them operate high schools.
** The Common School Districts operate only elementary schools.

Districts. The state still retained 1,049 one-teacher schools in the Common School Districts.

There has been a growing body of informed opinion in South Dakota that these two factors—the lack of an equitably structured and distributed system of broad-based tax support for public schools, and the lack of state leadership and financial incentive to hasten the progress of needed school consolidation and redistricting—have constituted major obstacles to the advancement of public education in the state. This conclusion has had authoritative support in the public statements of school officials and the findings of recent school finance studies—

1965

Local property tax effort has reached its peak of ability in supporting public education. Unless the state, with its greater taxing ability, assumes a greater share of support for the local districts, the educational programs in these districts and the youth of South Dakota—her greatest resource—are bound to suffer.

From a statement by the executive secretary of the Associated School Boards of South Dakota. Quoted in *The Rapid City* (S.Dak.) *Daily Journal,* December 17, 1965.

1966

Under the present program (of state aid to public schools) the equalization aid is entirely too small to bring about much equalization among the districts which among themselves vary so greatly in ability to support schools. A random sample of twenty-two independent districts revealed a difference of 42 to 1 in adjusted valuation per classroom unit between the most able and the least able in the sample.

An Evaluation of the Foundation Program of Education of South Dakota Schools. Walter C. Reusser, former professor of school administration, University of Wyoming, and current Wyoming deputy state superintendent of public instruction.

Many of our schools are offering a substandard quality of education because of the physical inability of school districts to pay for better. South Dakota ranks among the highest of all states in *local* tax collections per $1,000 of income—$68.00 as compared to the United States average of $43.00 in 1964. [Italics added.] *

125 Common and 52 Independent districts are at maximum levy.

The amount spent per classroom ranged from $6,265 to $18,285 in 1965-66.

Only 118 of our 223 high schools . . . were rated first class (by the

* NOTE: During that year South Dakota ranked first in the nation in local property taxes as percent of personal income and *forty-second* in *state* tax collections as percent of personal income. The record has changed little since that time. In local tax effort as percent of personal income, the state still ranked first in 1967; in state tax effort, South Dakota had climbed to thirty-ninth place among the 50 states.

State Department of Public Instruction) in 1966-67, and only 80 were accredited by the North Central Association.

From *The Needed Lift in Education,* Fourteenth Report of the Committee for Education *

1967

South Dakota needs a reorganization of much of its territory into a more efficient school district structure. Some consolidation of schools will be essential . . . before the necessary improvements in education can be accomplished. . . . The reorganization of districts should be carefully planned on a statewide basis and undertaken over a reasonable period of time for orderly transition.

The State is not contributing sufficient funds to implement its stated foundation program of $7,000 per classroom unit in independent districts. The complicated procedures for counting state and local funds result in little more than a financial system supported from property taxes with a small flat grant supplement from state aid.

The average current expenditure per classroom unit, exclusive of transportation, in the nation for 1965-66 was about $11,500 as compared with the median of $7,400 in the sample of districts in this study. . . . The national increase in current expenditures per pupil during the past 11 years was 8.4 percent per year, whereas South Dakota had an annual increase of 4.6 percent.

From *Financial Support of the Public Schools of South Dakota, an Evaluation.* William P. McLure and C. Cale Hudson ** for the NEA Commission on Professional Rights and Responsibilities and the South Dakota Education Association

1968

State government should assume a proper share of financial responsibility for the total cost of public schools. We favor increased state aid with the ultimate objective of reaching the 40 percent national average so that our most valuable resource, our young people, will have the educational opportunities they deserve.

From *Guide to 1968 State Issues* (setting forth major issues before the 1968 legislation as seen by the South Dakota Farmers Union)

EVENTS LEADING TO INVESTIGATION REQUEST

Two of the reports noted above—the Reusser report of 1965 and the McLure-Hudson report of 1967—were initiated by the South Dakota Education Association (SDEA) in an effort to document the need for the state to increase its level of public school support, to develop a more equitable method of distributing school funds, and to exert positive leadership for

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* A coalition of 18 lay and professional organizations in South Dakota, with additional individual lay members.

** C. Cale Hudson is assistant professor of educational administration, Eastern Michigan University, Ypsilanti.

school district reorganization. The record of legislative and gubernatorial response to this continuing effort by SDEA was advanced by association leaders as part of their catalog of reasons for requesting the investigation on which this report is based. That record is outlined below.

The 1965 Session

SDEA Proposals *	*Legislative Enactments* **
An increase in state support of 40 percent of the costs of public elementary and secondary education (the national average)	An increase in the state public school appropriation from $10 million (for 1963-65) to $15 million for the 1965-67 biennium, raising the state's share of public school revenues by less than two percentage points—from 11.6 percent in 1964-65 to 12.8 percent in 1965-66
State aid for transportation of resident pupils	An appropriation of $20 per resident student in average daily membership (ADM) whose residence is more than 3 miles from school but outside incorporated district limits (average per-pupil transportation cost in 1963-64 was $73.80.)
Legislation requiring all property in the state to be included in school districts offering a 12-year program of education	No enactment on school district reorganization
An increased appropriation for the State Department of Public Instruction	The appropriation provided some increase in funds for personnel services and special education

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* NOTE: The summaries of SDEA legislative requests for 1965, 1966, 1967, and 1968 do not include all of the Association's legislative proposals during these years. The Committee has itemized only those requests dealing most closely with school finance, school district reorganization, and state educational leadership—the focal issues of this report. SDEA's legislative efforts have also included repeated requests for liberalization of the teacher retirement program (partial success) and amendment of the state's continuing contract law to require statement of reasons for contract nonrenewal and provision for hearing upon request (no success). In 1965, SDEA opposed a bill which would have prohibited the State Board of Education from requiring more than two years of preparation for certification of elementary teachers (bill defeated). In 1966, SDEA proposed, and the legislature enacted, a bill establishing the first phase of a statewide television network.

** The South Dakota legislature meets annually in January.

SDEA EFFORTS TO OBTAIN SUPPLEMENTAL APPROPRIATION, 1966

The 1965 sales tax increases produced an additional $21.6 million in revenues for the biennium—$6.6 million more than the public school appropriation of 1965.

In December 1965, a committee of SDEA officials met with the governor to express the concern of educators throughout the state about the inadequacy of public school support and the inability of many local districts to absorb the rising costs of public education. One-fourth of the state's Independent Districts were then taxing at the statutory limit of 40 mills, and two districts had voted by the required 75 percent majority to go over the maximum.

SDEA leaders asked the governor if he would recommend a supplemental appropriation for the 1966-67 school year and urged that the revenue surplus from the 1965 tax increase be used for this purpose. The governor stated that he would not recommend an increase in state aid at the next legislative session. Newspaper accounts of this meeting reported the SDEA leaders as stating that in his negative response to their request the governor had conveyed the distinct impression that he did not consider public education to be a primary state responsibility.

Following this conference, the SDEA asked for and was granted consultative assistance from the NEA Commission on Professional Rights and Responsibilities (PR&R Commission). On December 18, 1965, the SDEA Board of Directors and local association leaders met with two representatives of the PR&R Commission to develop a course of professional action aimed at effecting more nearly adequate state public school support.

PRELIMINARY INQUIRY REQUESTED

At the close of the December 18 meeting, the SDEA Board formally requested the NEA-PR&R Commission to conduct a preliminary inquiry in South Dakota to determine whether a full-scale investigation should be made of the problems of public education in the state.

The 1966 Session

SDEA Proposals

A supplemental appropriation of $8.5 million for 1966-67, which would bring the level of state aid to 25 percent of the costs of public elementary and secondary education

Legislative Enactments

An appropriation of only $1 million in additional state funds for 1966-67 to be distributed under the state foundation program to eligible districts

	An additional appropriation of $1 million for distribution to the County High School Tuition Fund on the basis of the number of elementary and secondary tuition students in each county. This measure had the effect of providing property tax relief to Common School Districts; it did not directly affect the level of state school support.
	Acting on the governor's recommendation, the legislature allocated the bulk of the $6.6 million revenue surplus ($5 million) for property tax relief, thus denying the SDEA request that the surplus be used to supplement the state's appropriation to the public schools.
Legislation requiring equalization of property tax assessments (South Dakota law requires 60 percent assessment in relation to sales value of property; however, assessment ratios throughout the state averaged approximately 43 percent in 1965. Averages among the counties ranged from 54.6 to 22.9 percent of sales value.)	No enactment

During this session the SDEA renewed its school district reorganization proposal, but with little success. A bill was enacted permitting special elections to dissolve school districts and requiring county boards of education to attach nonoperating school districts (after two years of nonoperation) to other districts. This bill took effect January 1, 1968.

PRELIMINARY INQUIRY

In response to the SDEA request, staff members of the NEA-PR&R Commission conducted a preliminary inquiry in South Dakota on April

22 and 23, 1966. The preliminary inquiry team met with the state superintendent and other officials of the State Department of Public Instruction, the governor, the state budget director, the director of taxation and revenue, the chairman of the Senate Education Committee, the executive secretary of Associated School Boards of South Dakota, members of the SDEA Legislative Commission and Board of Directors, and local education association leaders.

Although the findings of the two team members fully substantiated SDEA's claims concerning the inadequacy of the public school finance program in South Dakota, they did not recommend a full-scale PR&R investigation at that time. Instead, the PR&R preliminary inquirers recommended that the SDEA continue and expand its programs of public information and political action to promote a wider public and official awareness of the needs of public education in the state. They further recommended that the SDEA leadership increase efforts to encourage the more active and widespread involvement of local teacher groups in these programs. The state association was assured that further assistance would be promptly available from the NEA-PR&R Commission on request.

SDEA leaders incorporated these recommendations into the association's legislative program for the coming year. Plans were developed and carried out to alert the membership, the public, and public officials of the substance and significance of SDEA's school finance goals for 1967.

The 1967 Session

SDEA Proposals	*Legislative Enactments*
A state appropriation of $17 million for 1967-68 (double the 1966-67 appropriation)	An appropriation of $9.5 million, including $364,000 for special education. The net gain in general operating funds from the state was only $636,000.
Legislation authorizing the State Board of Equalization to adjust and raise assessment of property by 10 percent per year.	No enactment
An increase in the salary of the state superintendent	A salary increase from $12,500 to $15,000 annually
Legislation offering a constitutional amendment to make the state superintendency an appointive, rather than an elective, office	No enactment

Consolidation of all land area into school districts offering a K-12 program by July 1, 1970

S.B. 130, requiring all land areas to be in independent districts K-12 by July 1, 1970

(A petition of the South Dakota Stockgrowers Association, challenging this bill, made it necessary that it be submitted to a referendum for ratification in November 1968.)

The 1967 session produced little to encourage those who sought the advancement of public education in South Dakota. The Reorganization Act (S.B. 130)—a potential vehicle for dramatic progress toward more effective, more economical school operation—depends on the good judgment of the voting public for its final adoption into law by referendum.

THE McLURE-HUDSON STUDY

In keeping with its earlier pledge of continuing assistance to SDEA, the NEA-PR&R Commission, in cooperation with the state association, arranged for a study to be conducted by William P. McLure and C. Cale Hudson to evaluate the actions of the 1967 legislature with relation to the needs of public education in South Dakota. Among the findings of the McLure-Hudson report, published in August 1967, were the following:

> The financial legislation accomplished in the 1967 legislative session fails to maintain a status quo of support. . . . Since 1957 South Dakota has declined each year in relative standing. The average per pupil expenditure in 1957-58 was 97 percent of the national average. In 1965-66 it was 83 percent. In 1967-68 it is estimated to be 80 percent.
>
> The school district reorganization bill is one of the most important legislative steps to be taken with respect to public schools.
>
> Undoubtedly the plans for reorganization will include an opportunity for state leadership to provide statewide surveys to prepare the fullest possible analysis of the situation for the citizens to study so that they may see the alternatives available to them for choice. Reorganization that is needed is so vast in scope that a piecemeal approach to the problem by adding bits of territory here and there will only perpetuate inadequacies indefinitely.
>
> South Dakota does not have a tax system for an equitable distribution of the burden of support of education and other governmental functions. It relies too heavily on the property, sales, and gross receipts taxes since it does not have an income tax.

THE TEACHERS MARCH

SDEA leaders made use of the findings of the McLure-Hudson report in developing their school finance proposals to the 1968 legislature. Copies of the report were sent to state officials, members of the legislature, school administrators, and local association presidents throughout the state. And in January 1968, 5,000 South Dakota teachers, carrying copies of the McLure-Hudson report, gathered in front of the State Capitol at Pierre to demonstrate to the governor, the legislators, and the public their unity in support of the school finance goals of their professional organization. It soon became apparent, however, that the governor and legislature would once again restrict state expenditures and tax increases. The governor informed a delegation of the teachers that there would be no increase in state aid to education in 1968, but that at this session he hoped to accomplish certain legislation which, he claimed, would establish a firm financial basis for public education by January 1969.

The 1968 Session

SDEA Proposals	*Legislative Enactments*
An appropriation of at least $18.5 million for the public elementary and secondary schools for 1968-69	The legislature granted $9,650,000 —virtually the same as the state's direct appropriation for 1967-68. The gain was $150,000. (An ad hoc SDEA committee, appointed to evaluate the legislative enactments, had this to say about the gap between the needs of education and the financial provision for those needs in 1968: "The need is for an *additional* $8,850,000 to provide essential educational opportunities for all children. The additional moneys would add $1,000 per classroom unit [as recommended by the McLure-Hudson report], would nearly fund the minimum foundation program, and would be only about 25 percent state participation in the elementary and secondary program.")
Legislation requiring the State Board of Equalization to adjust	Legislation was enacted that will result in a gradual adjustment and

and raise the assessed value of property to its true and full value	increase. This will eventually make available to school districts the local financing provided under law.
Confirmation of legislative position on S.B. 130, the 1967 school district reorganization bill, to be submitted to a referendum in November 1968	The legislature did maintain its position on school district reorganization.
Legislation approving and adopting a professional practices act for teachers in South Dakota	No enactment
Revision of the foundation program of state aid to local public school districts to provide for greater equalization of school financial resources throughout the state	Adjustments were made in the foundation program; however, no legislation was enacted to increase the amount of moneys for distribution.
Proposal of a constitutional amendment to make the state superintendency of public instruction an appointive, rather than an elective, office and designating the State Board of Education as the appointing body	The constitutional amendment proposed by the legislature provides that the governor appoint the superintendent for a two-year term.

Additional 1968 legislation, in accordance with a recommendation by the governor, created a South Dakota Education Policies and Goals Commission to study the educational policies and goals of the state, to evaluate the financial needs of education, and to present its findings and recommendations to the 1969 legislature. The Commission, funded by the legislature with $50,000 for its year of work, was to be composed of three lay citizens, three persons representing education (selected by the governor), and three legislators (selected by the presiding officers of the legislature). The 1968 legislature further authorized the governor to contract with a tax analyst to analyze the revenue potentials of the state and to present his analysis thereof at the 1969 legislative session.

THE TEACHERS REACT

The Ad Hoc Legislative Analysis Committee of SDEA characterized the governor's Education Policies and Goals Commission as "unnecessary"

and on February 10, 1968, issued a report to the association membership which included the following recommendation:

> That South Dakota Education Association members do not participate in the Governor's Commission. The target date for completion of the report of the Commission is after the term of the incumbent Governor and thus indicates that this is a delaying tactic designed to postpone necessary action for education.

THE TEACHERS RESOLVE

On February 24, 1968, the SDEA Delegate Assembly, acting on recommendations of its Ad Hoc Committee, adopted resolutions giving formal notice to the state that the day of the passive teacher in South Dakota was on the wane. Key resolutions passed at that meeting were as follows:

Sanctions Alert

Whereas the 1968 session of the State Legislature failed to provide additional state aid for public elementary and secondary education in South Dakota, and

Whereas the mounting costs and complexities of education require that states provide a greater share of the support for the elementary and secondary schools, and

Whereas nearly 50 percent of the independent districts of the State of South Dakota are at or near the maximum mill levy for the general fund, and

Whereas educational services are being curtailed and will be further limited because of inadequate financing of education,

Therefore, be it resolved that the SDEA declare a sanctions alert in the State of South Dakota, and

Be it further resolved that notification of the sanctions alert be transmitted to teacher preparation institutions, employment agencies, NEA, state education associations, and other appropriate agencies.

Special Session

Whereas the Constitution of the State of South Dakota charges the state with the responsibility of establishing and maintaining a general and uniform system of public schools so as to provide educational opportunity for all the children of the state, and

Whereas to fulfill this obligation the state must become a greater partner with the local districts in financing the schools, and

Whereas previous sessions of the legislature have failed to fulfill this obligation,

Therefore, be it resolved that the Governor of the State of South Dakota be requested to call a special session of the legislature to convene not later than April 1, 1968, and to make acknowledgement of the same not later than March 10, 1968. The purpose of this session shall be to provide adequate financial support from the state

level for elementary and secondary education for 1968-69, and

Be it further resolved that in the event this special session of the legislature has not been called by March 10, 1968, an immediate investigation be conducted by the Professional Rights and Responsibilities Commission of the National Education Association of the quality of elementary and secondary education in South Dakota and the taxation system used to finance this program of education.

The governor refused the SDEA's request for a special legislative session. Having just called for a tax analysis and educational study to be presented to the 1969 legislature, he asserted that it would not be sensible to enact major school finance measures before hearing the recommendations of these two projects. These recommendations, however, would not be submitted prior to the November 1968 elections, and thus could not become a matter of public debate on which political candidates, including the gubernatorial candidates, could make their positions clear during their election campaigns.

The governor's explanation of his refusal to call a special session was not accepted by the teachers. It did not allay their suspicion that the study commission had been appointed, not as a stimulus to legislative action in support of the schools, but as a device to delay such action.

INVESTIGATION REQUEST, PROCEDURES, AND PURPOSE

On March 12, 1968, the president and executive secretary of the SDEA transmitted the Delegate Assembly's investigation request to the executive secretary of the NEA-PR&R Commission—

> The South Dakota Education Association requests the Commission on Professional Rights and Responsibilities to conduct an immediate investigation of the quality of elementary and secondary education in South Dakota and the taxation system used to finance this program of education.

The findings of the PR&R preliminary inquiry of 1966, the McLure-Hudson report of 1967, and the four-year record of state association action and legislative inaction to solve the problems revealed in these earlier studies constituted strong evidence in support of the SDEA investigation request. Accordingly, on April 3, 1968, a full-scale investigation in South Dakota was authorized by the Interim Committee of the NEA-PR&R Commission. An eight-member Special Committee was appointed to conduct the investigation. The function of the Special Committee has been to serve as an independent fact-finding and recommending group. In keeping with NEA investigative procedure, the Special Committee for the South

Dakota investigation is a voluntary professional group whose members receive no financial compensation for their participation in this investigation.

THE INVESTIGATION

The NEA Special Committee, together with PR&R staff assistants, met in Pierre, South Dakota, on May 7, 1968. Throughout the week, five two-member teams of the Committee and staff visited schools and interviewed teachers, principals, and superintendents in 15 Independent School Districts and 10 Common School Districts in all sections of the state. The field study teams also met with various interested groups and individuals in many districts, including legislators, school board members, PTA groups, representatives of the South Dakota Citizens Committee for Education, the Associated School Boards of South Dakota, the South Dakota Farmers Union, the State Grange, the South Dakota Stockgrowers Association, and other interested organizations. In Pierre, the Special Committee as a whole met with the governor, the state superintendent of public instruction, other officials of the State Department of Public Instruction, and the director of the Central South Dakota Planning Center (for administration of ESEA Title III funds).

From the time this investigation was authorized until its completion, information concerning South Dakota's public schools was collected from the South Dakota Department of Public Instruction, South Dakota school system administrators, and other state and national sources. William P. McLure, whose earlier study gave him a particular insight and a background of information concerning the school finance problems of the state, directed the research, processing, and compilation of data contained in Chapters II and III of this report. Dr. McLure was assisted in this work by Arthur Gillis and Stanley Rumbaugh, research assistants at the University of Illinois Bureau of Educational Research.

PURPOSE OF THIS REPORT

The charge to the NEA Special Committe was to evaluate conditions in the public elementary and secondary schools of South Dakota and to extend the findings of the McLure-Hudson school finance study of 1967.

Whatever decisions are made regarding educational purposes and priorities in South Dakota must come from the citizens themselves through their elected and appointed officials. This report is offered in the hope that it will be of value to South Dakotans as they make all-important decisions that, in shaping the future of their public school system, will have a crucial bearing on the economic and social health of their state.

THE EDUCATIONAL ENVIRONMENT

THE STATE

In land area (76,367 square miles), South Dakota is among the larger states of the nation; in population (647,000 in 1967), it is one of the smallest. Approximately 60 percent of the people of South Dakota live in the small towns and rural areas of the state. Approximately 93 percent of the state's land area is in farms. The capital city, Pierre, is one of only 10 South Dakota cities having a population of more than 10,000; the largest of these is Sioux Falls (population 70,500 in 1967) in the southeastern section of the state.[2,3,4]

It is clear that the noisome problems of urbanization are not central problems to South Dakota. The major social and economic troubles of this state center on the increase of rural poverty and the decrease of rural population, as small farmers are crowded off the land by the spread of corporate agriculture and large-scale stock-growing enterprises. These, in fact, are the kinds of problems that, in rural areas throughout the country, contribute to the population boom and economic blight of America's cities.

> For the past 20 years this nation has been traveling a suicidal road by dumping 20 million Americans into the cities, to the detriment of both the country and the cities.
>
> Twelve hundred farm operators have been leaving the land annually in South Dakota due to high farm costs, high interest rates, rising taxes, and low farm prices. The entrance of corporations into agriculture can only pile misery on top of misfortune for not only our farm families who will be forced off the land but for businesses and entire small towns as well.[5]

ECONOMIC PROBLEMS

The outmigration from rural areas, while it has caused significant population shifts within the state (see p. 57), has also helped to place South Dakota among the four states that have shown a downward population trend in recent years. Migration from the state caused a 1 percent population decrease between 1960 and 1967. Moreover, this decrease has occurred chiefly among the age groups of greatest earning power. In 1960, 45.9 percent of South Dakota's population was between the ages of 21 and 64; by 1966, this age group comprised only 44.7 percent of the population—a smaller proportion than in all other states but one. During these same years, there was a 9 percent increase in the South Dakota population aged 65 and older.

In some respects, South Dakota has shown signs of greatly increasing

prosperity in recent years. Its per capita personal income level increased by 77.4 percentage points from 1956 to 1966—a rate of increase exceeded by only one other state. The percentage of South Dakota families with incomes of $10,000 and over increased from 7.6 in 1959 to 16.5 in 1966. However, the number of families with incomes of less than $3,000—33.5 percent in 1959—was still at 28 percent in 1966. And $3,000 represented a far more stringent poverty level in 1966 than it did in 1959.

The problem of deepening poverty for a still sizeable proportion of South Dakota's citizens, the decline of rural and small-town populations, and the threat of a downward population trend among the age groups of greatest earning capacity all constitute problems to which economic solutions must be found if the economy of the state itself is to advance.

A CHALLENGE TO EDUCATION

The Special Committee believes, however, that these economic solutions will not be forthcoming unless the state also moves—and moves rapidly—to provide solutions to the increasingly serious problems of its public schools.

The governor, some legislators, and spokesmen for politically influential groups in South Dakota told the NEA Special Committee that the poverty of the state is the reason for its inadequate investment in public education. It seems obvious, however, that continued financial neglect of the public schools by the state government can only serve to worsen and perpetuate the poverty and disadvantage of the people. Moreover, there is reason to believe that with substantive revision of its tax structure, South Dakota could produce revenues sufficient to meet the state's obligation to its public schools and at the same time provide for a more equitable distribution of the tax burden.

A study published in 1968 by the Committee on Educational Finance of the National Education Association [6] shows the revenue potential in each state if it collected the average percentage of personal income raised by the 10 states highest in tax effort in three types of taxation—personal income, sales, and property. The study shows that by this measurement South Dakota is overusing the property tax by approximately $8 million, but that the levying of an income tax could produce an additional $31 million in tax revenues, and greater utilization of the sales tax could provide another $17 million in new tax moneys. This educational finance study did not include an analysis of the corporate income tax—another untapped revenue source in South Dakota.

It seems clear that the adoption of personal and corporate income taxes in South Dakota is necessary. The additional state revenues that only

these sources can produce are essential, not only to provide needed educational and other governmental services, but also to prevent future escalation of property tax rates to confiscatory levels.

The NEA Special Committee makes no specific tax proposals in this report; presumably, such proposals will be made by the tax analyst recently engaged by the governor for this purpose. The point made by the Special Committee is this: Whether through tax reform or the greater use of existing taxes, an increased educational investment by the state government is a matter of crucial importance in South Dakota, of immediate concern to public school students and educators, and of vital, long-range concern to the economy of the state itself.

In recent years it has become clear that education is the bootstrap by means of which societies can raise the levels of their economic well-being. The rising level of education of the labor force in the United States has, in fact, been found to be responsible for major increases in the growth of real national income. Thus, improved education is not simply the fruit of economic advancement; it is also very much its cause.

STATE LEADERSHIP IN PUBLIC EDUCATION

The Elementary and Secondary Education Act of 1965, which authorized the first comprehensive federal program in support of education, placed on state education agencies a broadened authority and a new responsibility for public school leadership. Some state boards and state departments of public instruction have moved positively to meet this challenge. Some have not. Some, regardless of their commitment to such leadership, have been crippled by inadequate financing and by various legislative restrictions on their authority.

South Dakota, apparently, is one of the several states where poorly coordinated local school district structures and the tradition of almost complete reliance on local support for the public schools have been maintained in face of the radically changed educational conditions of the mid-twentieth century. State financing has remained minimal. The State Department of Education (which is itself underfinanced) has not shown the initiative necessary to convince the governing officials—and the groups having governmental influence—that the time is long past due for the state to play a more prominent role in financing and providing leadership for public education. Nor is there evidence of the kinds of planning and research within the State Department of Public Instruction that could give direction to the financial and organizational changes that would permit the state to assume a level of responsibility in keeping with its constitutional obligation for the schools.

State education officials told the NEA Special Committee that the total current budget for the State Department of Public Instruction is $1.1 million, that 62 percent of this amount is federally funded, and that the current annual state appropriation is only $352,000. The salary appropriation for the State Superintendent of Public Instruction is considerably less than the salaries earned by the superintendents of some Independent Districts in the state.

The Special Committee did not undertake a detailed study of the State Board of Education and the State Department of Public Instruction in South Dakota, but throughout this investigation Committee members heard many reports from superintendents, principals, and classroom teachers, testifying to the need of local districts for the guidance, direction, and specialized consultative services that should be available from the central education agency of a state.

Throughout the course of its investigation, the Special Committee found evidence of three major obstacles to state educational leadership in South Dakota—obstacles of such formidable proportions that it will take strong initiative, professional commitment, and political skill on the part of educators at both the state and local levels of influence to prevail against them. These major obstacles appear to be—

- The public attitude that strong educational leadership from the state constitutes an encroachment on the independence of local districts—an attitude that appears to be encouraged by special interest groups and various political organizations of extremely conservative persuasion.
- The state's failure to recognize its own responsibility for the public schools—a failure evidenced not only by the inadequacy of its state aid program to local districts, but also by its meager funding of the state education agency.
- The evidence of attitudes within the State Department of Public Instruction that its present status as an agency dominated by the state administration and legislature is educationally acceptable.

It seems abundantly clear that the current needs of education call for much stronger leadership in the administration of state aid; the development of plans for school redistricting and consolidation; and overall educational planning, evaluation, and general supervision at the state level than presently exists in South Dakota. The social, economic, cultural, and technological changes of recent years have enlarged the community and have made the entire state an interdependent, interrelated complex. The local district can no longer be an isolated, self-sufficient unit, particularly in

the economic sense. All of this suggests the need for an actively functioning state-local partnership in the financing and policy direction of public schools. Until the state moves vigorously in the direction of such a partnership, equality of educational opportunity and high quality of education cannot be achieved in South Dakota.

INEQUALITY OF EDUCATIONAL OPPORTUNITY

Since public education in South Dakota is overwhelmingly dependent on the gross inequalities of local tax-paying ability, it is hardly surprising that gross inequalities of educational opportunity prevail throughout the state. The kind of education available to a student attending a South Dakota public school is determined far less by his educational needs and aspirations than by where he lives—whether his community is rich, medium, or poor in property tax resources.

There is evidence, also, that the public schools of South Dakota are not serving equally the educational needs of various different groups of children in the state—the children whose formal education is terminated by high school graduation, the children from economically disadvantaged backgrounds and the Indian children (to whom both of the first-named conditions frequently apply).

The charge given to this Special Committee was to study and make recommendations concerning the educational conditions in South Dakota's public schools and the state's program of financing its public school system. This charge, involving a survey of broad and general scope, did not permit concentration on the quality of educational opportunity available to any particular ethnic group. It is felt that if the general recommendations of this Committee are implemented, educational benefits will accrue to all public school students in the state. It is clear, however, that the state and local school districts must give particular attention in the development of curriculums and services to meet the particular needs of the Indian children, who, similarly in some respects to the Afro- and Spanish-American children of this country, are victims of a long history of economic, educational, and social discrimination.

STATUS OF THE EDUCATION PROFESSION IN SOUTH DAKOTA

- The average per capita personal income in South Dakota increased by 77.4 percent from 1956 to 1966. Only one other state exceeded this rate of increase.
- *The average salary of public school teachers in South Dakota increased by 55.9 percent from 1957 to 1967. Thirty-two other states exceeded this rate of increase.*

- The average per capita income in South Dakota during 1966 was 81.7 percent of the national average, a percentage exceeded by 37 other states.
- *The average salary of public school teachers in South Dakota during 1967-68 was 69.8 percent of the national average, a percentage exceeded by 48 other states.*
- The average net effective buying income per household in South Dakota during 1966 was $7,432. The national average was $8,532. The household net income level of 35 other states exceeded South Dakota's.
- *The average salary (before tax deductions) of public school teachers in South Dakota during 1967-68 was $5,100. The average salary of teachers in 48 other states was higher than in South Dakota. The national average was $7,296.* Throughout the nation, the differential between net household income and classroom teacher salary levels was *$1,236.* In South Dakota, this differential amounted to *$2,332.*
- During 1966, 16.5 percent of South Dakota households earned incomes of $10,000 or more. Throughout the nation, 21.5 percent of households were in this income category.
- *Only 2 percent of South Dakota's public school teachers were paid $7,500 or more during 1967-68. Nationally, 36.7 percent of public school teachers were paid this much or more. Only one state, Mississippi, had a lower ceiling on teacher salaries than South Dakota.*[7]

In only one or two other states in the nation is the financial status of the teaching profession as low as it is in South Dakota. The statistics outlined above indicate that only certain types of individuals can afford to work as a teacher in South Dakota—the single young woman who is marking time before marriage or gaining beginner's experience for career teaching elsewhere; a wife who counts her teaching salary as a second income source; the married head of a household who has the assistance of additional income from another wage-earning family member or from part-time jobs; or a person of independent wealth.

Further statistics indicate that there are not enough of these people—either among recent college graduates or veteran educators—to fill the needs of South Dakota public schools for qualified classroom teachers.

- In 1966, 36.6 percent of South Dakota's qualified elementary education graduates entered teaching in other states, a percentage loss exceeded by only two other states.[8]

- 43.6 percent of South Dakota's qualified secondary education graduates entered teaching in other states in 1966. In no other state was the percentage of teacher loss as high among secondary education graduates as in South Dakota.[9]
- South Dakota colleges and universities graduated 1,708 persons with qualifications for standard teaching certificates in 1967. Of these, 1,405 entered teaching. Forty-five percent of those who entered teaching accepted their first positions in other states—a proportion even greater than that of the previous year.[10]
- Teacher turnover in the 220 public high schools in South Dakota in 1965-66 amounted to 743 of a possible 2,878 teachers, or 25.8 percent. Mobility ranged from a high percentage of 35, representing 175 of a possible 500 teachers in the 87 schools of under 100 enrollment, to a low of 13.2 percent in the seven schools enrolling between 500-999 students. As the enrollment of school systems increased, the rate of mobility decreased.[11]
- The median increase for the teachers who moved to other positions within the state in 1966 was $510, compared to $720 for those teachers taking positions out of the state.[12]
- More than 50 percent of the relocating teachers holding the master's degree or above moved to positions in other states.[13]

South Dakota's problems of teacher supply and demand are severe—and deservedly so. The state's unwillingness to pay competitive salaries is reflected further in the inadequate educational background of many of its instructional staff members—a problem of greatest severity in the Common School Districts where, it is reported, more than 50 percent of the teachers have less than a bachelor's degree. As of July 1968, State Department of Education certification was no longer granted to teachers with less than the bachelor's degree. However, this requirement applies only to teachers applying for new certification after that date.

Special Committee members met a number of dedicated, competent classroom teachers in South Dakota, most of whom were overworked and most of whom were underpaid. It seems obvious, however, that in many areas of the state—particularly in the small rural elementary schools—quality teaching has been sacrificed to the excessive and shortsighted frugality of the state's system of public school financing.

It should be noted that the teachers of this state are accorded little more in the way of professional security and status than in salary level. South Dakota is not among those states (33 in December 1967) that have adopted tenure legislation. For several years, the South Dakota Education

Association has proposed legislation which would amend the state's continuing contract law to require boards of education, in cases of contract nonrenewal, to provide a statement of reasons and a hearing if requested by the teacher to do so. This effort, however, has been consistently unsuccessful.

The efforts of the teaching profession in South Dakota to upgrade requirements for entry into the profession and to promote improved teacher preparation standards also met with failure when, in 1968, the legislature refused to enact a professional practices act.

The NEA Special Committee believes that the fault of South Dakota teachers is not that they have asked too much, but that they have asked too little too long. Perhaps they have waited too long for state officials or for other groups to assume leadership in promoting the kinds of fiscal and educational reform that are necessary if South Dakota is to stem the tide of teacher loss and begin to attract a competent, well qualified teaching staff—the most vital ingredient of educational productivity.

FORCES FOR EDUCATIONAL ADVANCEMENT

Various lay and professional groups in South Dakota have shown marked concern for the public school needs of the state. The Committee could find little evidence, however, that these groups have coordinated their efforts sufficiently to become an effective force for the advancement of constructive school legislation.

It would appear that the two major statewide organizations concerned with public school education—the South Dakota Education Association and the Associated School Boards of South Dakota—could join to form a particularly potent force for educational advancement. There is evidence, however, that the political and educational effectiveness of these groups is diminished by their lack of communication with each other. The two organizations have a mutuality of interest in their overall goal—the improvement of public education. Although intermediate goals may differ, it is clearly to the advantage of the classroom teachers, the school administrators, and the school boards of the state to communicate and cooperate with each other in developing solutions to educational problems and in promoting needed school legislation.

THE CONSEQUENCES OF EDUCATIONAL IMPOVERISHMENT

The impoverishment of public education in South Dakota is most depressingly obvious in the small rural schools of the state, remote and isolated, often having only one teacher to work with students at several grade levels or two teachers to handle all elementary grades, and usually

offering opportunity for the kinds of learning that were perhaps quite adequate to serve the needs of nineteenth century children.

The Committee also found elementary and secondary schools with extremely small enrollments near schools of adequate size and with space enough to accommodate consolidation with the smaller schools into a far more effective attendance unit. Many South Dakota schools are relics of another age. Not only in curriculums and in teaching materials and facilities, but also in the attitudes of some of their staff members and of the community itself, the typical rural South Dakota school—secondary as well as elementary—has little to offer that is relevant to the needs of children who must somehow develop the ability to reason, to learn, and to acquire the understandings that will prepare them for adult participation in an age that will span this century and the next.

Students and teachers in the small rural schools, where educational disadvantage is most severe, are not the only victims of public school impoverishment in South Dakota. Even the larger urban schools of the state, offering educational opportunities that are comparatively superior, have had to make severe program curtailments in order to provide salaries which, although meager, would lessen the problems of acquiring and retaining certified teachers. The following chapter contains a detailed evaluation of educational conditions in a representative sampling of school districts throughout the state.

Following the Committee's on-site investigation in South Dakota, however, it received reports that program curtailments have been forced on several school districts during 1968-69. The Special Committee prefaces its school survey analysis with the following summary of one such report, which shows the extent of local effort and the educational sacrifice that one Independent School District is making as a result of the state's abrogation of its educational responsibility.

Excerpts From A Superintendent's Report to the Public, the School Board, and the Staff

> With our general fund levy at the 40-mill maximum, the district has no further source of revenue for the coming year unless additional state aid is provided. Raising the assessment to 60 percent of market value (from the current 36.6 percent) would not help for the coming school term since it would not be reflected on the 1968 taxes being paid.*
>
> Last spring the Board of Education in raising teacher salaries to a $5000 salary base obligated the district to spend $106,587 from a general fund balance. . . . This same sum was also obligated for the

* In a later paragraph the superintendent explains that a reassessment program is currently being conducted in the city.

coming term. . . . This action will obligate a major portion of the surplus in the school general fund. Salary increases must come from additional sources of income, or reductions in programs which will mean reduction in staff members.

At the present time the legislature has failed to provide additional state aid or other funds of any appreciable amount.

Tax monies from present assessments levied for January 1, 1969, will be virtually the same as this year. . . .

Going to a special election granting authority to the Board to raise the mill levy to 50 mills, has virtually no chance of success.

We then are faced with but one recourse; that being to reduce the school program. Most certainly this is false economy from an educational point of view. However, from the financial viewpoint, it is a necessity. It is heartbreaking to attach this third sheet; however, everyone must face reality at some time.

The harsh realities for this district, as outlined on the third sheet of the superintendent's report, included the following educational losses:

The elimination of—

4 classroom teachers
2 remedial reading teachers
1 elementary orchestra instructor
4 physical education teachers
1 speech therapist
2½ elementary principals
driver education classes (except summer school tuition basis)

The reduction of—

Extra athletic coaching assignments
Extracurricular activities
Textbook, library, and audiovisual budget (a $5,000 reduction)
Administrative expenses

The assignment of—

Full teaching load to high school publications and debate director
Full teaching load to high school varsity head coaches

The total budget reduction amounted to $170,432. Staff additions to provide for enrollment growth, increased insurance costs, and provision of lunch duty relief for teachers at one school required a budget addition of $46,366. The total budget relief, therefore, was approximately $124,000.

A question to South Dakota's governor, the legislators, and the groups who influence legislation in this state: Are the dollar savings thus realized worth the educational losses thus incurred?

II. The Educational Program, Pupil Population, and Staff

This chapter presents the findings of the Special Committee members in their visits to a representative sample of 15 Independent School Districts and 10 Common School Districts in South Dakota. The Committee collected pertinent information; interviewed school superintendents, principals, teachers, and other officials; and made systematic observations of the schools.

The Committee followed a standard procedure for evaluating the schools of South Dakota. The citizens of any state might use this procedure to examine their schools. Five major questions serve as guides to get the information necessary for this evaluation:

1. What are the objectives of the school system? Is it a major purpose to provide educational opportunity for the maximum development of every individual?
2. Are instructional programs and services available with sufficient breadth and quality to achieve the objectives of the schools? For example, are special classes and services available for children with mental and physical handicaps, for emotionally disturbed children, for pupils with musical talent, and for all the differences in human capability?
3. What are the existing physical and human resources to provide the necessary programs and services? How far do these resources fall short of what are needed?
4. To what extent are the school districts properly organized to use physical and human resources most effectively and economically?
5. To what extent is the financial support adequate to provide the necessary physical and human resources?

These are the questions to which the Committee has addressed itself in evaluating the needs of the public elementary and secondary schools of South Dakota. Information bearing on the first four of these questions is presented in this chapter. The fifth question on financial support is treated in the next chapter.

The question on objectives was discussed with school officials, and their responses were verified by observations of the actual opportunities available to pupils.

The second question, dealing with programs and services, and the third question, dealing with physical and human resources, were studied through field observations of Committee members. The Committee used prepared data forms which contained a sampling of (a) instructional practices, (b) instructional facilities, (c) pupil personnel services, (d) innovations, (e) special programs, (f) pupil population, and (g) staff characteristics.

The reader should note that the study was planned to obtain only a sampling of basic characteristics of school systems. For example, a checklist of only 17 instructional practices is used to show fundamental differences among school districts. Rather than attempting to include everything, other characteristics are treated with a carefully prepared checklist of sample items.

The sample districts are grouped to illustrate fundamental differences that can be attributed largely to (a) size of school population and (b) type of district.

Independent Districts:

Group I: 2 districts—more than 10,000 pupils
Group II: 2 districts—3,000-9,999 pupils
Group III: 4 districts—700-2,999 pupils
Group IV: 7 districts—fewer than 700 pupils

Common School Districts:

Group V: 10 districts—one to three teachers

THE EDUCATIONAL PROGRAM: ELEMENTARY SCHOOLS

Table 1 shows the tabulation of all items on characteristics of instructional practices, instructional equipment and facilities, pupil personnel services, and innovations in the elementary schools of each district.

INSTRUCTIONAL PRACTICES

These practices may be summarized as follows:

1. *Most teachers are quick to emphasize that their instruction is centered on the individual, particularly in small districts, where extremely small enrollments facilitate individual treatment of each student.* At the same time, the benefits of individualized instruction are diminished in many of these schools by the limitations of a classroom environment that offers little to stimulate the student's desire to learn. Too many teachers limit their instruction to a few workbooks and other materials. Spelling, reading, and grammar are often taught

as unrelated units and are not combined into functional learning experiences. Particularly in the small rural schools, the social aspects of learning—the challenge of intellectual exchange and competition among students—are offered minimally, if at all.

2. *Science is taught as a separate field of study in the upper grades in most districts.* In most cases instruction is limited to textbooks, and there is little opportunity for exploration and experimentation.
3. *Little instruction is offered in music.* Only the larger districts have formal programs with opportunity for many children to be introduced to music appreciation (theory) or to start vocal or instrumental training.
4. *Fewer than half of the districts offer instruction in arts and crafts in elementary schools.* Most of the offerings are of the "scissors and paste" variety suitable in the primary grades but not for the upper elementary grades.
5. *Physical education is being developed in only a few districts, particularly the largest ones, as an area of instruction by teachers with special training in this field.* In most schools this program is a "free play" period supervised by the regular teacher.
6. *Remedial instruction is found in about half of the districts.* Speech and reading are the predominant areas, but at least one district offered remedial instruction in science, mathematics, and other areas.
7. *Half of the Independent Districts in this sample operate special classes for children with learning and physical difficulties or have access to shared programs with other districts.* This instruction is not available in any of the Common School Districts in the study, except to those students who have opportunity to enroll on a nonresident basis in Independent Districts. Some mentally retarded children are reported in attendance in some of the regular classrooms of the Common School Districts.
8. *The Committee finds no special classes for gifted pupils.* Some schools have well established practices to give these pupils "extra assignments." In the largest districts some of these pupils have opportunity for "enrichment" courses in summer school.

INSTRUCTIONAL EQUIPMENT AND FACILITIES

Instructional practices are highly dependent on materials and facilities. If a teacher does not have a variety of appropriate materials in adequate quantity he may be forced to adopt instructional practices which he might not prefer or otherwise choose. The outstanding findings on materials and facilities are as follows:

1. *Only a few districts have some of the newer materials such as films, charts, models, and others for teaching mathematics.*
2. *There is a special shortage of equipment in science, as well as lack of distinction for its use at different grade levels.*
3. *Special rooms for arts and crafts are very rare among elementary schools.* Elementary schools provide very limited supplies and have practically no simple hand tools for pupils to use.
4. *Only three districts provide a special room for music.*
5. *Few elementary schools have a gymnasium that will accommodate a program of physical education for all pupils.*
6. *Few elementary schools have a central library with a trained librarian.* In many cases "classroom libraries" are reasonably adequate, but they require supplementing from a central source with a wide stock of materials.
7. *Schools have a scattering of special audiovisual equipment such as projectors, tape recorders, record players, and TV receivers.* These materials have infrequent use because of the necessity for scheduling, limited stocks of films and recordings, and other reasons.

PUPIL PERSONNEL SERVICES

1. *Guidance and counseling are handled almost entirely by principals and teachers, and there is no specialized staff devoting time to these services.*
2. *Schools have fairly comprehensive records on pupils.*
3. *Most schools give a minimum number of standardized tests on intellectual ability and achievement.*
4. *Only three districts in the sample have access to service of a qualified psychologist, two have specially trained social workers to counsel with parents, and four have attendance workers with special training.*

INNOVATIONS INTRODUCED SINCE 1962-63

1. *Such innovations as team teaching, a new curriculum project, teaching machines, nongraded organization for primary (first four years) schooling, and foreign language are activities found in three or fewer districts.*
2. *Special classes for handicapped pupils have been introduced in nine of the 15 Independent Districts visited, but in none of the Common School Districts.*
3. *Other innovations appearing in less than a third of the districts are programed texts, departmentalization in the upper grades, and educational television.*

TABLE 1

Number of Districts with Selected Characteristics of Educational Programs, 1967-68

Elementary Schools

	Groups *					
	I	*II*	*III*	*IV*	*V*	*Total*
	2	*2*	*4*	*7*	*10*	*25 Districts*
INSTRUCTIONAL PRACTICES						
1. Reading and spelling are taught predominantly by individualized approach	0	2	1	4	8	15
2. Formal grammar is taught systematically in grades 4, 5, 6	1	2	4	7	9	23
3. History and geography are taught as separate subjects in grades 4, 5, 6	0	1	3	5	6	15
4. Science is taught as a separate subject in grades 4, 5, 6	2	2	4	4	5	17
5. Foreign language is taught two or more years	1	0	1	0	0	2
6. General music is taught by teachers trained in this field	2	2	4	1	1	10
7. Instrumental training is taught by teachers trained in this field	2	0	2	1	0	5
8. Homemaking is taught as a class or major unit for at least one semester	0	0	0	0	0	0
9. Schools provide instruction in arts and crafts	2	2	2	1	4	11
10. Schools provide a program of instruction in physical education by teachers trained in this field	2	2	1	2	1	8
11. Remedial instruction is provided by special teachers in reading	2	2	3	4	1	12
12. Remedial instruction is provided by special teachers in speech	1	2	2	0	0	5
13. Remedial instruction is provided by special teachers in mathematics	0	0	1	1	0	2
14. Remedial instruction is provided by special teachers in science	0	0	1	0	0	1
15. Remedial instruction is provided by special teachers in other areas	1	0	0	0	0	1
16. Schools conduct special classes for physically and mentally handicapped pupils	1	2	3	2	0	8
17. Schools conduct one or more special classes for gifted pupils	0	0	0	0	0	0
Average score per district	8.5	9.5	8.0	4.6	3.5	5.8
INSTRUCTIONAL EQUIPMENT AND FACILITIES						
1. Classrooms are provided with concrete materials to illustrate abstract ideas in arithmetic	1	2	1	3	3	10
2. Schools provide a variety of scientific equipment appropriate to each grade level	1	0	0	0	0	1

* I—More than 10,000 pupils
II—3,000-9,999 pupils
III—700-2,999 pupils
IV—Fewer than 700 pupils
V—1-3 teachers (Common School Districts)

TABLE 1 (Continued)

	I	*II*	*III*	*IV*	*V*	*Total*
	2	*2*	*4*	*7*	*10*	*25*
3. Schools provide an ample supply of scientific equipment for full and flexible use by each teacher	1	0	1	2	1	5
4. Schools provide special room for arts and crafts	0	0	0	1	0	1
5. Schools provide materials such as consumable supplies and tools for individual as well as group use in arts and crafts	2	2	3	2	4	13
6. Schools provide a special room equipped for variety of instructional activities in music	1	0	1	1	0	3
7. Schools provide a special room equipped for teaching homemaking	0	0	0	0	0	0
8. Physical education facilities include gymnasium to accommodate program for all students	1	1	3	2	1	8
9. Physical education facilities include use of outdoor space for a variety of activities when weather permits	2	2	4	6	6	20
10. Schools operate a central library	1	1	0	1	1	4
11. Classroom libraries are maintained in all classrooms	2	2	4	5	3	16
There is a minimum quantity of the following materials:						
12. TV receivers—in every classroom	0	0	0	0	2	2
13. Projectors (16mm filmstrip, opaque, overhead)—one of each type per 10 teachers	1	1	2	5	3	12
14. Record players and recordings—one in each classroom	0	0	0	1	5	6
15. Tape recorders—one for each 10 teachers	0	1	1	5	1	8
Average score per district	6.5	6.0	5.0	4.9	3.0	4.4
PUPIL PERSONNEL SERVICES						
Schools have a formal guidance program:						
1. There is a formal division of responsibility among staff members	0	0	0	0	0	0
2. A comprehensive record of tests, grades, and other pertinent information is kept on each student	1	1	3	5	4	14
Testing program:						
3. Standardized tests of intellectual ability are given to all pupils	2	2	4	6	3	17
4. Standardized achievement tests are given to all pupils in selected fields of learning at regular intervals	2	2	3	7	4	18
Psychological and social services:						
5. Schools regularly use services of qualified psychologist	1	0	1	1	0	3
6. Schools regularly use social worker to counsel with parents	1	0	0	1	0	2
7. Schools regularly use attendance worker	2	1	0	1	0	4
Average score per district	4.5	3.0	2.8	3.0	1.1	2.3

TABLE 1 (Continued)

I	*II*	*III*	*IV*	*V*	*Total*
2	*2*	*4*	*7*	*10*	*25*

INNOVATIONS MADE SINCE THE SCHOOL YEAR 1962-63

In recent years many schools have been stimulated to introduce instructional innovations. The purpose of this section is to take stock of the innovations that the schools have introduced since the school year 1962-63.

1. Special classes for gifted pupils	0	0	0	0	0	0
2. Team teaching	0	0	1	0	0	1
3. A new curriculum project for improvement of curriculum in one or more instructional areas	0	1	1	0	1	3
4. Special classes for physically and mentally handicapped pupils	2	2	3	2	0	9
5. Teaching machines	0	0	0	0	0	0
6. Programed texts or workbooks	1	1	1	3	1	7
7. A nongraded primary school	0	0	0	0	0	0
8. Some departmentalized elementary classrooms	1	1	3	0	1	6
9. One or more foreign languages in elementary grades	1	0	1	0	0	2
10. Open- or closed-circuit educational TV	1	2	1	2	2	8
Average score per district	3.0	3.5	2.8	1.0	0.5	1.4

SUMMARY OF SCORES ON ELEMENTARY SCHOOLS

A summary of scores on characteristics of elementary schools is shown in Table 2.

With one or two exceptions, the scores on all four characteristics are progressively higher from the smallest (Common) districts to the largest. The scores do not reflect the depth or the quality of a practice, but they are indicative of a general breadth of programs and services. There is a marked difference in educational practices and extent of innovative activity between districts with more than 3,000 pupils and those with fewer than this number. The Common schools show a much greater difference when compared with Independent Districts.

THE EDUCATIONAL PROGRAM: JUNIOR HIGH SCHOOLS

Most of the junior high schools are in the larger districts and they commonly include grades 7, 8, and 9. In the small districts they may be housed in a high school building or even in an elementary school. When this is the case, they usually have less distinction as a school than in situations where there is a separate plant.

For example, the Committee finds no instance where a district has organized a middle school (junior high school) with combinations of grades 5, 6, 7, 8 or 6, 7, 8 as some proponents in various parts of the country have recently advocated.

In this study grades 7 and 8 are treated as part of the junior high school regardless of organization. Table 3 shows the tabulations on selected characteristics of junior high schools. The findings are summarized as follows:

INSTRUCTIONAL PRACTICES

1. *There is a pronounced emphasis in most districts on structure and use of grammar, reading, spelling, and literature.*
2. *Only four districts in the sample offer one or more years of a foreign language.*
3. *Science instruction receives greater emphasis than in elementary schools, but only half of junior high schools offer opportunity for pupils to participate in laboratory work.*
4. *Homemaking is offered to girls in about two-thirds of the districts.*
5. *Physical education is taught in most districts by teachers trained in this field, as contrasted with very little of this practice in the elementary grades.*
6. *Instruction in the arts and crafts shows up with more distinction in the junior high grades than in the elementary grades, but only in two-thirds of the districts.*

TABLE 2

Summary of Educational Program Scores, 1967-68
Elementary Schools

Group	District	*Instructional practices* (*Maximum 18*)	*Instructional equipment* (*Maximum 15*)	*Pupil personnel* (*Maximum 7*)	*Innovations* (*Maximum 10*)	*Total program score* (*Maximum 50*)
1	*2*	*3*	*4*	*5*	*6*	*7*
I	1	7	5	6	1	19
	2	10	8	3	5	26
	Average	8.5	6.5	4.5	3.0	22.5
II	3	9	6	3	4	22
	4	10	6	3	3	22
	Average	9.5	6.0	3.0	3.5	22.0
III	6	8	3	3	3	17
	7	12	4	3	5	24
	9	8	9	4	2	23
	11	4	4	1	1	10
	Average	8.0	5.0	2.8	2.8	18.5
IV	12	4	6	3	2	15
	15	7	4	2	0	13
	16	5	6	4	2	17
	18	4	3	3	0	10
	20	5	3	1	1	10
	21	4	8	5	2	19
	23	3	4	3	0	10
	Average	4.6	4.9	3.0	1.0	13.5
V	24	8	8	0	3	19
	25	4	1	2	0	7
	26	1	2	3	0	6
	27	3	4	0	1	8
	28	3	2	1	0	6
	29	3	2	2	0	7
	30	5	4	2	0	11
	31	1	2	0	1	4
	32	3	3	0	0	6
	33	4	2	1	0	7
	Average	3.5	3.0	1.1	0.5	8.1

INSTRUCTIONAL EQUIPMENT AND FACILITIES

1. *Only one district has a laboratory for foreign language instruction.*
2. *Special laboratories for music, art, homemaking, and general shop are found in only one-third of the districts.*
3. *Exceptionally few of the science laboratories, found at all in only two-thirds of the districts, meet adequate standards for modern instruction.*
4. *Gymnasium facilities exist in only one-third of the districts.*
5. *Audiovisual equipment, like that in the elementary grades, is relatively new, and its actual utilization is fairly limited.*

PUPIL PERSONNEL SERVICES

1. *Formal programs of guidance and counseling, with accompanying testing programs, are more developed than in the elementary grades.* Specialized personnel are found in about two-thirds of the districts.
2. *Psychological and social workers are available to a limited extent in only one district out of four.*

INNOVATIONS SINCE 1962-63

There is more innovative activity in junior high schools than in elementary grades, particularly in such areas as special classes for gifted pupils, team teaching, teaching machines, foreign language instruction, and flexible scheduling.

TABLE 3. Number of Districts with Selected Characteristics of Educational Programs, 1967-68: Junior High Schools

	I	*II*	*III*	*IV*	*Total*
	2	*2*	*4*	*7*	*15*
INSTRUCTIONAL PRACTICES					
1. Major emphasis in the language arts program is placed on structure and use of grammar	2	1	4	4	11
2. Reading, spelling, and literature are taught systematically as part of language arts	2	2	2	5	11
3. Two or more years of foreign languages are taught	1	0	1	0	2
4. Foreign languages are taught predominantly by teachers with college majors in languages	1	1	2	0	4
5. History, geography, and civics are taught to all pupils as separate subjects	1	1	2	4	8
6. Pupils have regularly scheduled periods of individual laboratory work in science	1	2	1	3	7
7. Teachers give demonstrations regularly in science	2	2	3	4	11
8. Homemaking equivalent to one class is taught for at least one year	2	2	4	1	9
9. Schools provide a program of physical education taught by teachers trained in this field	2	2	4	4	12
10. Schools provide instruction in general arts and crafts	2	2	3	2	9
11. Remedial instruction is provided by special teachers in reading	2	2	2	4	10
12. Remedial instruction is provided by special teachers in speech	0	0	1	0	1
13. Remedial instruction is provided by special teachers in mathematics	0	0	1	1	2
14. Remedial instruction is provided by special teachers in science	0	0	0	0	0
15. Remedial instruction is provided by special teachers in other areas	0	0	0	0	0
16. Schools conduct special classes for physically and mentally handicapped pupils	2	2	3	2	9
17. Schools conduct one or more special classes for gifted pupils	0	0	1	0	1
Average score per district	10.0	9.5	8.5	4.9	5.2
INSTRUCTIONAL EQUIPMENT AND FACILITIES					
Schools provide—					
1. A foreign language laboratory with individual stations electronically equipped	0	1	0	0	1
2. Special practice rooms for music	2	1	2	1	6
3. Large instruments for orchestra and band	2	2	3	2	9
4. A special laboratory for art	2	2	1	1	6
5. Up-to-date equipment and adequate space for homemaking	1	2	2	0	5
6. A science laboratory	2	2	3	4	11
7. A general shop for work in wood, metals, plastics, ceramics, etc.	2	2	3	2	9
8. Gymansium facilities to schedule every pupil five periods per week	2	0	1	2	5
9. Developed playground space to schedule every pupil five periods per week	2	0	3	5	10
10. A central library	2	2	4	4	12

TABLE 3 (Continued)

	I	*II*	*III*	*IV*	*Total*
	2	*2*	*4*	*7*	*15*
11. Classroom libraries in at least one-half of classrooms	1	0	0	2	3
There is a minimum quantity of the following materials:					
12. TV receivers—one in each classroom	0	0	0	0	0
13. Projectors (16mm filmstrip, opaque, overhead)—one of each type per 10 teachers	0	0	2	6	8
14. Record players and recordings—one per five teachers	0	0	1	4	5
15. Tape recorders—one per five teachers	0	0	1	6	7
Average score per district	9.0	7.0	6.5	5.6	3.9

PUPIL PERSONNEL SERVICES

Schools have a formal guidance program:					
1. There is a formal division of responsibility among staff members	2	2	3	2	9
2. A comprehensive record of tests, grades, and other pertinent information is kept on each student	2	2	3	5	12
Testing program:					
3. Standardized tests of intellectual ability are given to all pupils	2	2	4	6	14
4. Standardized achievement tests are regularly given to all pupils in selected fields of learning	2	2	4	6	14
Psychological and social services:					
5. Schools regularly use services of qualified psychologist	2	0	1	1	4
6. Schools regularly use social worker to counsel with parents	2	0	0	1	3
7. Schools regularly use attendance worker	2	0	0	1	3
Average score per district	7.0	4.0	3.8	3.1	2.4

INNOVATIONS MADE SINCE THE SCHOOL YEAR 1962-63

In recent years many schools have been stimulated to introduce instructional innovations. The purpose of this section is to take stock of the innovations that the schools have introduced since the school year 1962-63.

1. Special classes for gifted pupils	0	0	1	0	1
2. Team teaching	0	2	0	0	2
3. A new curriculum project for improvement of curriculum in one or more instructional areas	1	1	1	0	3
4. Special classes for physically and mentally handicapped pupils	2	2	3	1	8
5. Teaching machines	0	0	0	1	1
6. Programed texts or workbooks	1	2	1	2	6
7. Foreign language laboratory	0	1	0	0	1
8. One or more foreign languages	2	2	2	1	7
9. Flexible schedule (variable lengths of class periods based on standard modules of time)	0	1	0	0	1
10. Open- or closed-circuit educational TV	0	1	0	1	2
Average score per district	3.0	6.0	2.0	0.9	6.4

TABLE 4

Summary of Educational Program Scores, 1967-68
Junior High Schools

Group	District	*Instructional practices* (*Maximum 18*)	*Instructional equipment* (*Maximum 15*)	*Pupil personnel* (*Maximum 7*)	*Innovations* (*Maximum 10*)	*Total program score* (*Maximum 50*)
1	*2*	*3*	*4*	*5*	*6*	*7*
I	1	10	8	7	2	27
	2	10	10	7	4	31
	Average	10	9	7	3	29
II	3	9	7	4	4	24
	4	10	7	4	8	29
	Average	9.5	7	4	6	26.5
III	6	7	3	4	3	17
	7	12	6	4	2	24
	9	10	12	4	2	28
	11	5	5	3	1	14
	Average	8.5	6.5	3.8	2	20.8
IV	12	9	10	4	2	25
	15	6	7	3	0	16
	16	5	5	4	1	15
	18	2	0	1	0	3
	20	5	5	1	1	12
	21	3	7	5	2	17
	23	4	5	4	0	13
	Average	4.9	5.6	3.1	0.9	14.4

SUMMARY OF SCORES ON JUNIOR HIGH SCHOOLS

Table 4 shows a summary of scores for individual districts. The scores of the junior high schools are slightly higher than those of the elementary schools. Part of this difference is caused by an increasing degree of specialization in programs and services. The impact of this general trend is more pronounced in the junior high grades than the lower ones.

THE EDUCATIONAL PROGRAM: HIGH SCHOOLS

The tabulations for scores on characteristics of programs in high schools are shown in Table 5.

INSTRUCTIONAL PRACTICES

1. *Most high schools offer basic programs including three years of grammar, two of literature, two or more years of one foreign language, three of science, three of college-preparatory mathematics, four of social sciences (history, sociology, economics, and government), and two of physical education.*

2. *Two-thirds of the districts offer speech and dramatics, three years or more of foreign language, individual laboratory work in science, programs in two or more vocational fields, and two years of physical education.*
3. *Only four districts offer special classes for both slow learners and for gifted pupils.*

INSTRUCTIONAL EQUIPMENT AND FACILITIES

1. *Special laboratories and shops exist in fewer than a third of the districts for foreign language, machine shop, electricity, agriculture, auto mechanics, and electronics.*
2. *Only half the districts have special rooms and laboratories for music, art, home economics, general shop, and drawing (architectural).*
3. *Only two-thirds of the districts provide audiovisual instructional materials at a minimal (less than adequate) level.*

PUPIL PERSONNEL SERVICES

1. *High schools in two-thirds of the districts have formal programs of pupil personnel services.*
2. *Most high schools administer standardized tests of achievement and ability of pupils.*
3. *Five districts use psychological services, while only one has a social worker to counsel with parents.*

INNOVATIONS SINCE 1962-63

1. *Each of the ten innovations listed in this study is found in from one to five of the 15 Independent Districts.*
2. *Innovations appearing in four or five districts are special classes for gifted pupils, new curriculum projects, special classes for slow learners, programed texts, and a foreign language laboratory.*

TABLE 5. Number of Districts with Selected Characteristics of Educational Programs, 1967-68: High Schools

	I	*II*	*III*	*IV*	*Total*
	2	*2*	*4*	*7*	*15*
INSTRUCTIONAL PRACTICES					
Language arts include—					
1. Three years or more of grammar	2	2	4	7	15
2. Two years or more of literature	2	2	4	7	15
3. Speech and dramatics	2	2	4	1	9
Foreign languages are taught—					
4. Three years or more	2	2	3	1	8
5. Predominantly by teachers with college major in languages	2	2	4	3	11
Science program includes—					
6. A sequence of three or more years in science	2	2	4	6	14
7. Regularly scheduled periods of individual lab work	2	2	3	3	10
8. Regular demonstrations by teachers	2	1	4	5	12
Mathematics program includes—					
9. Three or more years of college preparatory sequence	2	2	4	6	14
10. Three or more years of noncollege vocational preparatory sequence	0	0	1	0	1
A sequence of two or more years of instruction is offered in vocational training—					
11. In trade and industrial fields	1	2	1	0	4
12. In agriculture	1	1	1	1	4
13. In business and distributive fields	2	2	3	1	8
Schools provide—					
14. Two or more years of instruction in home economics	2	2	4	3	11
15. A required program of physical education of two years or more for every pupil	1	1	2	5	9
16. Four or more units of work in history, sociology, economics, and government	2	2	4	5	13
17. One or more special classes for slow learners	2	0	1	1	4
18. One or more special classes for gifted pupils	2	0	2	0	4
Average score per district	15.5	13.5	13.3	7.9	6.4
INSTRUCTIONAL EQUIPMENT AND FACILITIES					
Schools provide—					
1. Foreign language laboratory with individual stations electronically equipped	2	1	1	0	4
2. Special practice rooms for music	2	2	3	1	8
3. Large instruments for orchestra and band	2	2	4	3	11
4. Special laboratory for art	2	2	2	1	7
5. Up-to-date equipment and adequate space for home economics	2	1	2	1	6
6. A separate laboratory for each field of science	2	2	4	2	10
Laboratories and shops for vocational education and practical arts:					
7. General shop for woods, metals, ceramics, plastics	2	2	2	2	8
8. General machine shop	2	1	1	0	4
9. Drawing	2	2	3	1	8
10. Business education	2	1	3	3	9
11. General electricity	2	0	1	0	3
12. Agriculture	1	2	1	1	5
13. Auto mechanics	1	2	2	0	5
14. Electronics	1	1	0	0	2
15. Other	1	0	1	0	2

TABLE 5 (Continued)

	I	II	III	IV	Total
	2	3	4	7	15
Physical education:					
16. Gymnasium facilities to schedule every pupil five periods per week	2	2	3	6	13
17. Developed playground space to schedule every pupil five periods per week	1	1	4	4	10
Schools provide—					
18. A central library	2	2	4	5	13
19. Classroom libraries in at least one-half of classrooms	0	1	0	1	2
20. TV receivers—one in half the classrooms	0	0	0	0	0
21. Projectors (16mm filmstrip, opaque, overhead)—one of each type per 10 teachers	1	2	2	6	11
22. Record players and recordings—one per 10 teachers	1	2	1	5	9
23. Tape recorders—one per 10 teachers	1	0	1	7	9
Average score per district	17.0	15.5	11.3	7.0	6.4
PUPIL PERSONNEL SERVICES					
Schools have a formal guidance program:					
1. There is a formal division of responsilibity among staff members	2	2	4	3	11
2. A comprehensive record of tests, grades, and other pertinent information is kept on each student	2	2	3	4	11
Testing program:					
3. Standardized tests of intellectual ability are given to all pupils	2	2	4	5	13
4. Standardized achievement tests are regularly given to all pupils in selected fields of learning	2	2	4	6	14
Psychological and social services:					
5. Schools regularly use psychological services of qualified psychologist	2	1	1	1	5
6. Schools regularly use social worker to counsel with parents	1	0	0	0	1
7. Schools regularly use attendance worker	1	2	0	0	3
Average score per district	6.0	5.5	4.0	2.7	2.3
INNOVATIONS MADE SINCE THE SCHOOL YEAR 1962-63					
In recent years many schools have been stimulated to introduce instructional innovations. The purpose of this section is to take stock of the innovations that the schools have introduced since the school year 1962-63.					
1. Special classes for gifted pupils	2	0	3	0	5
2. Team teaching	1	1	1	0	3
3. A new curriculum project to improve curriculum in one or more instructional areas	0	2	2	1	5
4. Special classes for slow learners	2	0	1	1	4
5. Teaching machines	0	0	0	1	1
6. Programed texts or workbooks	0	2	1	1	4
7. A foreign language laboratory	2	1	1	0	4
8. Flexible schedule (variable lengths of class periods based on standard modules of time)	0	1	0	1	2
9. Advanced college placement courses in two or more instructional fields	1	1	0	0	2
10. Open- or closed-circuit educational TV	1	1	0	0	2
Average score per district	4.5	4.5	2.3	0.7	1.3

SUMMARY OF SCORES ON HIGH SCHOOLS

Table 6 shows summary scores on high schools. These schools rank noticeably higher on the proportionate number of instructional practices but about the same on pupil personnel services and innovative activity as the junior high schools. Just as with elementary and junior high schools, there is a definite break in average total score between Groups III and IV. In other words, desirable program characteristics occur with far greater frequency in the districts with larger enrollments than in the smallest districts. There are other differences which are not tabulated but which were observed. For example, in Groups III and IV there are high schools that offer pupils as few as 30 course credit units in four years, while in Groups I and II there are some that offer more than 90 units.

TABLE 6

Summary of Educational Program Scores, 1967-68
High Schools

Group	District	*Instructional practices* (*Maximum 18*)	*Instructional equipment* (*Maximum 23*)	*Pupil personnel* (*Maximum 7*)	*Innovations* (*Maximum 10*)	*Total program score* (*Maximum 58*)
1	*2*	*3*	*4*	*5*	*6*	*7*
I	1	16	17	7	5	45
	2	15	17	5	4	41
	Average	15.5	17.0	6.0	4.5	43.0
II	3	12	14	6	3	35
	4	15	17	5	6	43
	Average	13.5	15.5	5.5	4.5	39.0
III	6	14	11	4	2	31
	7	14	11	4	4	33
	9	13	16	5	3	37
	11	12	7	3	0	22
	Average	13.3	11.3	4.0	2.3	30.8
IV	12	13	10	4	2	29
	15	9	7	3	0	19
	16	10	11	4	1	26
	18	5	2	0	0	7
	20	6	6	1	2	15
	21	8	7	3	0	18
	23	4	6	4	0	14
	Average	7.9	7.0	2.7	0.7	18.3

SPECIAL PROGRAMS AND SERVICES

A list of special programs and services offered in the 25 districts visited by the Committee is shown in Table 7. This list further illustrates that school systems, especially large ones, are complex organizations. Those with more than 3,000 pupils have an average of 11 of the 15 programs listed. Districts in Group III with from 700 to 3,000 pupils have an average of 4.7 programs. Those in the Group IV with fewer than 700 pupils have an average of 1.1 programs. The Common School Districts have none of these programs.

It was not the purpose of this Committee to evaluate the extent to which these programs are meeting existing needs within the respective communities. According to school officials the needs are far from being met adequately in most of these areas.

TABLE 7

Number of Districts Providing Special Programs, 1967-68
(25 Sample Districts)

	I	*II*	*III*	*IV*	*V*	*Total*
	2	*2*	*4*	*7*	*10*	*25*
INSTRUCTIONAL PROGRAMS						
1. Provision for prekindergarten	0	1	0	0	0	1
2. Provision for mentally and physically exceptional pupils	2	2	3	3	0	10
3. Social adjustment classes	1	0	0	0	0	1
4. Home- and hospital-bound instruction	2	2	0	0	0	4
5. High school dropout program	1	1	0	0	0	2
6. Adult evening programs	2	2	4	1	0	9
7. Summer school	2	2	3	1	0	8
SCHOOL-COMMUNITY SERVICES						
8. Employ physician	1	1	0	0	0	2
9. Employ dentist	0	1	0	0	0	1
10. Employ nurse	2	2	3	0	0	7
11. After-school recreation program	2	1	0	1	0	4
12. Summer recreation program	1	1	1	1	0	4
13. Facilities for civil defense	2	2	1	0	0	5
14. Provision for assistance in community planning	2	2	1	1	0	6
15. Driver training program	2	2	3	2	0	9
Average number per district	11	11	4.7	1.1	0	

PUPIL POPULATION

The characteristics of the school population have an important bearing on the public school system. For example, growth in pupil enrollment calls for expansion in facilities and operating costs. Shifts in population from rural to urban areas place strains on both areas. In the rural areas where enrollments are already small, a decline in number of pupils increases the per-pupil cost of educating the remaining students and makes it increasingly difficult to provide a comprehensive educational program. In the urban areas increased enrollments may require construction of new buildings, additions to curriculums, expansion of staff, and extra costs to accommodate the influx.

From 1940 to 1960 South Dakota was one of the states with a slowly increasing population. There was a 1.5 percent increase from 1940 to 1950 and another increase of 4.3 percent in the next 10 years to reach a total of 680,514 in 1960. The national population increased 14.5 percent from 1940 to 1950 and 18.5 percent from 1950 to 1960, or a little less than 2 percent each year. Since 1960, South Dakota's population has decreased slightly (see page 28.)

The public school enrollment in South Dakota increased from 120,205 pupils in 1950-51 to 168,668 in 1962-63. This was an average 2.7 percent increase each year over the preceding year. From 1963 to 1966-67 the change was from 168,668 to 175,252, or an average annual increase of 0.9 percent.

The total enrollments for the years 1967-68 and 1968-69 were estimated at 174,945 and 174,638, respectively, by the State Department of Education.[14]

These trends indicate that the total school population has reached a temporary plateau, and it possibly may decline slightly during the next few years. The long-term trend undoubtedly will be upward, and any downward turn should not be expected to be more than a minor and temporary change.

Some changes within the state have been very large. For example, the population in Pennington County in 1950 was 34,053, an increase of 43.1 percent over 1940. There was a further increase of 72.9 percent from 1950 to 1960. School enrollments increased roughly in the same proportions.

In contrast, Mellette County lost 25.8 percent of its population from 1940 to 1950 and 12.5 percent more from 1950 to 1960, leaving 2,664. Washabaugh County, with only 1,042 population in 1960, had lost 21.7 percent from 1940 to 1950 and another 32.8 percent from 1950 to 1960.

These population shifts within a state like South Dakota are tremendously significant in their impacts on educational programs, organization

of school districts (as well as schools within districts), and public school financing.

Despite the slowdown in growth of the total school population there are important changes within the school population to be anticipated in the immediate future. Approximately two-thirds of the pupils of kindergarten age are now enrolled in public schools. Some experimental programs for prekindergarten-aged children are appearing throughout the country. South Dakota faces the challenge of making kindergarten available to all children and of experimenting with prekindergarten programs.

The school districts of South Dakota are doing much to meet the needs of individual pupils, but an intensification of this effort may be the major challenge to the school system in the immediate future. Programs will show evidence of differentiation to meet the variety of needs. The districts with larger enrollments will have great advantages over those with few pupils.

An illustration of differences among a representative sample of districts of different sizes is shown in Table 8 for kindergarten, special classes for exceptional children, and other special programs. The numbers of pupils enrolled in these special programs are good indicators of other forms of programs and services that the Special Committee observed but for which there are no enrollment data.

The pupils in districts with small enrollments are the most shortchanged of all. Team members found poignant examples of retarded pupils who belong in special classes for slow learners and of others with physical handicaps who belong in classes with special teachers.

With the exception of the largest districts, instructional groups are relatively small; a distribution of elementary class sizes in a sample of districts is shown in Table 9. These districts are listed in order of enrollments from the largest, Sioux Falls, to the smallest, Volin. From Redfield with slightly more than 1,000 pupils, the proportions of pupils in classes with fewer than 20 pupils are greater than in the larger districts. The large districts have higher proportions of pupils in classes with more than 30 pupils than the small districts. Classes this large are too large for regular instruction, but a few large classes for such special purposes as lectures, musical and dramatic performances, and use of closed-circuit television are desirable.

The distribution of all classes except physical education in secondary schools is shown in Table 10. This table shows that the large districts have a higher proportion of large classes than the small districts. In a number of instances the large districts have some excessively large classes. On the other hand, the small districts could accommodate more pupils without overcrowding.

TABLE 8

School Enrollments in Sample of Districts, 1967-68

District	Elementary Schools					Secondary Schools				Grand total
	Kindergarten	Special education	Other special programs	Basic (regular)	Total	Special education	Other special programs	Basic (general)	Total	
1	2	3	4	5	6	7	8	8	9	11
1. Sioux Falls	1,685	110	1	8,303	10,009	62	20	7,727	7,809	17,818
2. Rapid City	980	98	1	6,284	7,363	64	10	5,388	5,462	12,825
3. Aberdeen	544	40	0	2,678	3,262	0	0	2,504	2,504	5,766
4. Huron	325	37	0	1,737	2,099	11	0	1,876	1,887	3,986
5. Yankton	278	8	0	1,585	2,871	11	0	912	923	3,794
6. Watertown	291	21	0	1,607	1,919	0	0	1,819	1,819	3,738
7. Pierre	239	25	0	1,186	1,450	0	4	1,350	1,354	2,804
8. Mobridge	115	17	0	560	692	0	0	572	572	1,264
9. Redfield	86	11	0	522	619	0	0	547	547	1,166
10. Hot Springs	64	0	0	644	708	0	0	351	351	1,059
11. Highmore	33	6	0	258	297	0	0	248	248	545
12. McIntosh	22	0	0	349	371	0	0	151	151	522
13. Grant-Deuel	30	4	0	293	327	2	0	114	116	443
14. Burke	22	0	0	224	246	0	0	191	191	437
15. Roscoe	0	6	0	192	198	0	0	98	98	296
16. Mt. Vernon	18	0	0	137	155	0	0	134	134	289
17. Buffalo	0	0	0	136	136	0	0	95	95	231
18. Corona	9	0	0	94	103	0	0	57	57	160
19. Wood	14	2	0	79	95	0	0	39	39	134
20. Chancellor	20	0	0	58	78	0	0	58	58	136
21. Volin	0	0	0	33	33	0	0	35	35	68

TABLE 9
Distribution of Elementary Classes by Size, 1967-68

District	Under 20	20-29	30-39	40 and over	Total
1	2	3	4	5	6
1. Sioux Falls	9	239	107	0	355
2. Rapid City	5	169	88	0	262
3. Aberdeen	23	83	2	0	108
4. Huron	0	70	11	0	81
5. Yankton	5	48	4	0	57
6. Watertown	1	62	10	2	75
7. Pierre	4	49	2	0	55
8. Mobridge	4	25	1	0	30
9. Redfield	9	16	3	0	28
10. Hot Springs	1	27	2	0	30
11. Highmore	4	5	3	0	12
12. McIntosh	7	6	3	0	16
13. Grant-Deuel	0	9	3	0	12
14. Burke	2	6	1	0	9
15. Roscoe	1	7	0	0	8
16. Mt. Vernon	6	2	0	0	8
17. Buffalo	4	3	0	0	7
18. Corona	6	0	0	0	6
19. Chancellor	4	0	0	0	4
20. Volin	2	0	0	0	2

TABLE 10
Distribution of Secondary Classes by Size, 1967-68
(Excluding physical education)

District	Under 20	20-29	30-39	40 and over	Total
1	2	3	4	5	6
1. Sioux Falls	197	717	419	8	1,341
2. Rapid City	134	542	229	20	1,025
3. Aberdeen	70	252	117	15	454
4. Huron *	—	—	—	—	—
5. Yankton	70	154	25	0	250
6. Watertown	78	156	97	0	331
7. Pierre	65	186	10	0	251
8. Mobridge	47	62	12	0	121
9. Redfield	45	45	7	5	102
10. Hot Springs	27	48	6	0	81
11. Highmore	19	20	10	0	49
12. McIntosh	26	8	3	0	37
13. Grant-Deuel	16	12	2	3	33
14. Burke	15	24	1	0	40
15. Roscoe	18	13	0	0	31
16. Mt. Vernon	25	4	3	1	33
17. Buffalo	9	9	2	0	20
18. Corona	15	2	0	0	17
19. Chancellor	10	2	0	0	12
20. Volin	18	0	0	0	18

* Modular scheduling difficult to count.

PROFESSIONAL STAFF

The professional staff is the most crucial of all the resources of a school system. For this reason the Special Committee has examined a few major staffing characteristics of the staffs in the school districts observed. These are organization or deployment, work load, and professional and economic characteristics.

STAFF ORGANIZATION

Most teachers in the elementary schools teach in self-contained classes. There is very little use of specialists in music and art. Science and math—two areas of rapid curricular development in recent years—suffer markedly from lack of specialized instructional staff. Some overcrowded classes are found. In the small schools some teachers have multiple grades combined in one room. The diversity among pupils is great even in a class of one grade level. When the range is extended by addition of another level or two, or more, the teacher's effectiveness may be lowered.

In the secondary school, specialization of instructional fields divides the staff by areas of major competence. At the same time many different pupils are dealt with. In fields like the language arts and social studies the tendency is to have large classes and more than 100 pupils per day for each teacher.

Another characteristic of staffing in a district is the number of nonteaching specialists such as administrators, supervisors, counselors, librarians, researchers, and others. In 1966-67 the number of these staff members accounted for 13 percent of all teachers. This proportion was as high as 20 percent in other states among the medium-to-large districts with greater than average expenditure levels. That nonteaching specialists represent 20 percent of the teaching positions would not be unreasonable.

Among the deficiencies in staff deployment that stand out in South Dakota schools are some overcrowded classes, some secondary teachers overloaded with too many pupils, some elementary teachers loaded with too many grade levels in one classroom, some assignment of teachers to fields outside of their major competence, and too few nonteaching staff members in special areas of supportive service.

PROFESSIONAL CHARACTERISTICS

The Special Committee obtained information on two important characteristics of staff members. One of these is the amount of college preparation as indicated by degree attained. Table 11 shows the distribution of professional staff by college degrees in the sample districts selected for intensive study.

In these 23 Independent Districts 13 percent of the staff do not hold a bachelor's degree, 63.7 percent have this degree, 20.1 percent hold the master's degree, and 3.2 percent have done work beyond the master's. The smallest group of districts has 30.9 percent of its staff without a bachelor's degree while the percent without a bachelor's degree in the largest group is only 9.9 percent. The percent of staff with the bachelor's degree ranges from 65.5 percent in the two largest districts to 56.2 percent in the smallest. The range for the master's degree is from 25.7 percent in Group II, the second in size, to 12.9 percent in the smallest group.

In the state's Common School Districts fewer than half of the teachers are reported to hold a college degree. The Committee was told in interviews with leading citizens that some communities in these districts prefer to have teachers without degrees. It was alleged that "something is wrong with the person holding a degree who seeks a position in some Common School Districts." The Committee doubts this attitude is widely held, but its very existence is symptomatic of a woefully out-of-date system.

These statistics show an extremely small proportion of staff members with graduate study beyond the master's degree. In a sample like this, with 13 percent of all staff members holding no degree and only 3.2 percent with some college training beyond the master's degree, a serious question arises concerning the professional opportunity available to persons in the field of education.

Another significant characteristic of professional staffs in school districts is the distribution by years of experience. A high proportion of teachers with more than seven years of experience holding master's and higher degrees is an indication of favorable conditions in the school system and the community.

Table 12 shows the distribution of professional staffs in the sample Independent Districts by degrees and by years of experience. There are only slight differences among the four size groups of districts in average length of service that can be attributed to size of the district. The two larger groups have higher proportions of staff with the master's degree and at least 12 years of experience. The large districts have a smaller percent of staff with six or fewer years of experience and holding a bachelor's degree or less training.

Much staff turnover, including loss from the system, occurs during the first six years of experience. Many persons who leave the profession are women. When some of them return years later after devoting full time to their homes, they need further in-service education. Many men leave the profession after a few years of experience because of economic pressures and other reasons.

These statistics raise two important questions to which leaders in the state may want to find the answers: (a) Does the educational system afford opportunity for the professional staff to accomplish the objectives to which it commits itself? (b) Does the system provide reasonable conditions for career commitment and individual development?

These data on professional training and length of experience suggest that some basic conditions of a causal nature may need improvement. These include such matters as a wholesome school environment, public support from the community, and an adequate economic base.

Those in the teaching profession need constantly to update their knowledge and skills. A teacher must commit himself to being a student during his active professional life. He must devote some time to further formal study, regardless of the degree he holds at any date. The costs of further study represent an investment in him that pays dividends to his students. Since teachers depend upon their earnings for this further study, the state has an interest in providing a system of financial support which makes possible this professional investment.

The limitations of space preclude a full exploration of these two fundamental questions. However, some light on the economic status of the professional staff can be inferred from the distribution of salaries paid to these teachers. Table 13 shows the distribution of salaries for 1967-68 by categories for the sample districts in the study. The figures do not give a bright picture. The percent of all staff members with annual salaries over $8,000 ranges from 22.8 in the largest group, 20.9 in the second, 10.2 in the third, to 4.5 in the smallest group. At the lowest extreme of $5,000 and less per year the groups show 6.5 percent for the largest, 8.3 for the second, 9.6 for the third, and 12.5 for the smallest. In the entire sample 8.8 percent earn less than $5,000, 46.1 percent earn between $5,000 and $7,000, 26.1 percent earn between $7,000 and $8,000, and 19 percent earn more than $8,000.

The average salary for all professional staff in the state in 1966-67 was estimated [15] at $5,025 and at $5,300 in 1967-68. These figures compared with the national averages, respectively, of $7,119 and $7,597.

These statistics on salaries give an important index of the economic standing of teachers in South Dakota. These figures do not compare favorably with those of other states. The salaries offered are inadequate to attract and hold personnel who can afford to make the committment necessary to build a strong school system. Those who remain as teachers in South Dakota do so at a considerable financial sacrifice compared to teachers in other states or to college-trained workers in other occupations.

TABLE 11

Distribution of Professional Staff in Sample Districts by College Degrees, 1967-68

Group	District	Total staff	Less than bachelor's		Bachelor's		Master's		Above master's	
			Number	Percent of total	Number	Percent of total	Number	Percent of total	Number	Percent of total
1	2	3	4	5	6	7	8	9	10	11
I	Sioux Falls	868	71	8.2	566	65.2	168	19.3	63	7.3
	Rapid City	579	72	12.4	382	66.0	123	21.2	2	0.4
	Group total	1,447	143	9.9	948	65.5	291	20.1	65	4.5
II	Aberdeen	272	29	10.7	151	55.5	92	33.8	0	0
	Huron	194	23	11.9	137	70.6	34	17.5	0	0
	Watertown	185	30	16.2	114	61.6	41	22.2	0	0
	Group total	651	82	12.6	402	61.7	167	25.7	0	0
III	Pierre	140	32	22.9	86	61.4	18	12.9	4	2.8
	Yankton	140	13	9.3	91	65.0	20	14.3	16	11.4
	Sturgis	—	—	—	—	—	—	—	—	—
	Lake Central	—	—	—	—	—	—	—	—	—
	Hot Springs	58	5	8.6	41	70.7	12	20.7	0	0
	Redfield	64	14	21.9	39	60.9	8	12.5	3	4.7
	Mobridge	68	14	20.6	42	61.8	12	17.6	0	0
	Group total	470	78	16.6	299	63.6	70	14.9	23	4.9
IV	Highmore	29	6	20.7	18	62.1	5	17.2	0	0
	McIntosh	28	12	42.9	12	42.9	4	14.2	0	0
	Grant-Deuel	28	12	42.9	14	50.0	2	7.1	0	0
	Burke	22	2	9.1	19	86.4	1	4.5	0	0
	Roscoe	18	7	38.9	10	55.6	1	5.5	0	0
	Mt. Vernon	16	5	31.2	8	50.0	3	18.8	0	0
	Buffalo	13	4	30.8	7	53.8	2	15.4	0	0
	Corona	9	3	33.3	4	44.5	2	22.2	0	0
	Elvira	—	—	—	—	—	—	—	—	—
	Chancellor	7	3	42.9	3	42.9	1	14.2	0	0
	Wood	0	0	0	0	0	0	0	0	0
	Volin	8	1	12.5	5	62.5	2	25.0	0	0
	Group total	178	55	30.9	100	56.2	23	12.9	0	0
	Grand total	2,746	358	13.0	1,749	63.7	551	20.1	88	3.2

TABLE 12. Distribution of Professional Staff by Years of Experience, 1967-68

Group	District	Bachelor's degree and less (Yrs. of experience)			Master's degree (Yrs. of experience)			Above master's degree (Yrs. of experience)			Total professional staff
		1-6	7-12	Over 12	1-6	7-12	Over 12	1-6	7-12	Over 12	
1	2	3	4	5	6	7	8	9	10	11	12
I	Sioux Falls	292	124	221	28	48	92	2	19	42	868
	Rapid City	174	98	182	11	29	83	6	1	1	579
	Group total	466	222	403	39	77	175	2	20	43	1,447
	Percent of group total	32	15	28	3	5	12	0	2	3	100
II	Aberdeen	90	90	0	6	22	64	0	0	0	272
	Huron	86	31	43	1	11	22	0	0	0	194
	Watertown	61	27	56	15	10	16	0	0	0	185
	Group total	237	148	99	22	43	102	0	0	0	651
	Percent of group total	36	23	15	3	7	16	0	0	0	100
III	Pierre	43	26	49	3	3	12	0	0	4	140
	Yankton	76	28	0	7	11	2	6	5	5	140
	Sturgis	—	—	—	—	—	—	—	—	—	—
	Lake Central	—	—	—	—	—	—	—	—	—	—
	Hot Springs	19	11	16	1	2	9	0	0	0	58
	Redfield	19	11	23	1	4	3	0	2	1	64
	Mobridge	22	7	27	2	2	8	0	0	0	68
	Group total	179	83	115	14	22	34	6	7	10	470
	Percent of group total	38	18	24	3	5	7	1	2	2	100
IV	Highmore	12	2	10	1	3	1	0	0	0	29
	McIntosh	5	7	12	0	1	3	0	0	0	28
	Grant-Deuel	8	6	12	1	0	1	0	0	0	28
	Burke	9	4	8	0	0	1	0	0	0	22
	Roscoe	15	2	0	0	1	0	0	0	0	18
	Mt. Vernon	9	1	3	0	1	2	0	0	0	16
	Buffalo	7	0	4	1	0	1	0	0	0	13
	Corona	4	2	1	0	1	1	0	0	0	9
	Elvira	—	—	—	—	—	—	—	—	—	—
	Chancellor	3	3	0	0	0	1	0	0	0	7
	Wood	—	—	—	—	—	—	—	—	—	—
	Volin	0	5	1	0	0	2	0	0	0	8
	Group total	72	32	51	3	7	13	0	0	0	178
	Percent of group total	40	18	29	2	4	7	0	0	0	100
	Grand total	954	485	668	78	149	324	8	27	53	2,746
	Percent of grand total	35	18	24	3	5	12	0	1	2	100

TABLE 13

Distribution of Professional Staff in Sample Districts by Salary, 1967-68

Group	District	Staff	Under $5,000		$5,000 to $6,000		$6,000 to $7,000		$7,000 to $8,000		Above $8,000	
			Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
1	2	3	4	5	6	7	8	9	10	11	12	13
I	Sioux Falls	868	24	2.7	275	31.7	104	12.0	263	30.3	202	23.3
	Rapid City	579	70	12.1	106	18.3	70	12.1	206	35.6	127	21.9
	Group total	1,447	94	6.5	381	26.3	174	12.0	469	32.4	329	22.8
II	Aberdeen	272	28	10.2	60	22.1	54	19.9	66	24.3	64	23.5
	Huron	194	16	8.2	67	34.6	39	20.1	45	23.2	27	13.9
	Watertown	185	10	5.4	51	27.6	37	20.0	42	22.7	45	24.3
	Group total	651	54	8.3	178	27.3	130	20.0	153	23.5	136	20.9
III	Pierre	140	12	8.5	47	33.6	30	21.4	32	22.9	19	13.6
	Yankton	140	13	9.3	53	37.9	41	29.3	16	11.4	17	12.1
	Sturgis	0	0	0	0	0	0	0	0	0	0	0
	Lake Central	0	0	0	0	0	0	0	0	0	0	0
	Hot Springs	58	7	12.0	20	34.5	19	32.8	10	17.2	2	3.5
	Redfield	64	10	15.6	17	26.6	16	25.0	14	21.9	7	10.9
	Mobridge	68	3	4.4	31	45.6	17	25.0	14	20.6	3	4.4
	Group total	470	45	9.6	168	35.7	123	26.2	86	18.3	48	10.2
IV	Highmore	29	6	20.7	12	41.4	8	27.6	2	6.9	1	3.4
	McIntosh	28	5	17.9	9	32.1	11	39.3	2	7.1	1	3.6
	Grant-Deuel	28	13	46.4	8	28.6	5	17.9	0	0	2	7.1
	Burke	22	2	9.1	10	45.5	7	31.3	2	9.1	1	4.5
	Roscoe	18	7	38.9	7	38.9	3	16.7	1	5.5	0	0
	Mt. Vernon	16	6	37.5	8	50.0	1	6.2	0	0	1	6.2
	Buffalo	13	4	30.8	5	38.4	2	15.4	1	7.7	1	7.7
	Corona	9	3	33.3	5	55.6	1	11.1	0	0	0	0
	Elvira	0	0	0	0	0	0	0	0	0	0	0
	Chancellor	7	3	42.9	2	28.5	1	14.3	0	0	1	14.3
	Wood	0	0	0	0	0	0	0	0	0	0	0
	Volin	8	1	12.5	5	62.5	0	0	2	25.0	0	0
	Group total	178	50	28.1	71	39.9	39	21.9	10	5.6	8	4.5
	Grand total	2,746	243	8.8	798	29.1	466	17.0	718	26.1	521	19.0

SUMMARY

The public school system of South Dakota is a jointure of two educational worlds—that of the present and that of the distant past. The organization of Independent and Common School Districts perpetuates this combination of two educational environments.

One pupil out of eight still spends about eight years of his life in one of these ancient vintage schools. Another one out of nine is a kind of educational migrant who attends a school outside of his district on a tuition basis. Many of these children and their parents never feel that they are full members of the school and community where the children attend classes.

The major characteristics of the schools that stand out in this study may be summarized as follows:

1. The purposes which schools are trying to accomplish are not clear in the minds of many citizens and leaders.
2. Stated purposes are often inconsistent with the organization of districts, schools, and programs—the kind of instructional staff and the facilities required to accomplish the objectives often are not present. For example, the Committee found people who want to retain the Common School District so they can control their taxes. Others feel that these schools provide a more intimate and humane environment for protecting children until they become old enough to face the "cruel" world where they will live as adults.

   Others have a contrary view of these schools but have resigned themselves to a situation they feel they cannot change. The Special Committee spoke with a college student, home on vacation, who spoke of serious educational disadvantages inherent in the Common School Districts and small Independent Districts where improvements are needed in school consolidation and organization of districts and programs. This student attended a one-teacher school for eight years and then attended a very small high school on a tuition basis. He felt that his elementary school and high school were long on individual attention and personal interest, but woefully short on the "rough and tumble" academic rigor that he needed when he entered college and had to compete with students from superior schools.
3. The Committee found no district, and no school, which is reaching a size where size itself is a handicap or a negative factor in providing the best possible educational experience for every individual. A large school may be little, if any, better than a small one, but the reasons will be lack of staff, programs, and facilities rather than size. The

test of a school lies in its program, services, facilities, the character of its staff, and the support it gets from the community.

4. Programs and supportive services lack enrichment and diversification. Too many pupils are being slighted—some in the early years, others in high school, and some throughout their entire schooling.
5. School facilities constitute one of the most severe types of inadequacies in South Dakota's public schools. Some schools are reasonably well designed and equipped. But many schools—including the very old ones to which modern additions have been tacked on—are hopelessly unsuitable for modern educational programs and services and should, in fact, be abandoned. Even the best schools observed have been limited by lack of sufficient resources. The minimal building standards set by the state are virtually unenforceable because the state does not provide capital outlay funds to local districts.
6. The Special Committee's observations indicate that inadequate attention is given to the professional and economic needs of professional staff of South Dakota's public schools. Until these needs are met to a far greater extent than they are today, this state will not be able to attract enough staff members with the requisite training, skill, and specialization. The inadequate preservice preparation level of many South Dakota teachers is one serious problem; another is the inadequacy of in-service educational opportunity. Moreover, it appears that many teachers are required to teach outside their fields of special talent and training. There is a dearth of supportive services performed by persons with special training in such fields as administration, supervision, counseling, curriculum development, use of materials (librarianship), and others.
7. The poor organization of school districts and the need for consolidation of many small schools result in an inefficient and uneconomical use of the educational investment. The relatively high per-pupil cost of operating schools with extremely small enrollments is not justified by the educational outputs of such schools. Thus, even the meager financial resources provided by the state are not being used to best educational advantage.
8. The Special Committee met with lay citizens who showed great concern for the education of their children. Nevertheless, the Committee's observations and research provided much evidence to show a general lack of support—both psychological and financial—for the schools from the communities and governmental leaders of South Dakota.

III. Financial Support

While the major objective of the study has focused on educational programs, services, and other conditions of the public schools in South Dakota, the Committee has extended the recent study by McLure and Hudson [16] on the financial support of these schools. For a complete analysis of this subject, the reader should use that report and the present one together.

ECONOMIC AND TAX RESOURCES

The basic data on the economic and taxable capacity of the state to support education have been brought up-to-date. The pertinent information can be summarized as follows:

1. The economic ability of the state as reflected in taxable personal income increased from $2,204 per capita in 1955 to $2,420 in 1966 and to $2,550 in 1967. These figures are, respectively, 79.9, 81.7, and 81.3 percent of the national average per capita personal income. Economically South Dakota has improved slightly more than the national average in the last two years.
2. The distribution of income by sources has remained stable. The total percent in wages and salaries declined from 47.2 percent in 1965 to 46.2 percent in 1966, but within this group the percentages in manufacturing, government, and general services rose slightly. Proprietor's income from farming rose slightly, while income from property declined. None of these changes can be viewed as substantial.
3. There were only slight changes in the state and local tax revenue picture in 1967 as compared with 1966. The total of state and local taxes increased from $187,409,000 to $197,439,000. Property taxes increased from $109,816,000 to $113,799,000, while state taxes rose from $77,593,000 to $83,640,000. Property taxes dropped from 58.6 percent to 57.6 percent of the total, while state taxes increased from 41.4 percent to 42.4 percent. Most of the state's revenue increase came from the general sales tax. There was a decline in revenue from selective sales taxes and corporate income. Property tax remained the major source of support for all state and local functions of government.
4. Some changes of significance occurred on property taxes. The adjusted assessed valuation of property increased from $2,507,746,000 in 1965-66 to $2,557,175,000 in 1966-67. At the same time the average sales ratio dropped from 43.6 percent to 42.5 percent of market value.

Local taxes (mostly property) for public schools increased from $66,402,000 in 1965-66 to $71,067,000 in 1966-67 to $72,228,000 in 1967-68. At the same time the amounts for noneducational functions rose from $43,414,000 in 1965-66 to $44,131,000 in 1966-67 to $50,102,000 in 1967-68.

5. South Dakota spent 5.3 percent of its personal income on public schools in 1965-66. This same percent was maintained in 1966-67. For the same period the five-state region of South Dakota, Montana, Nebraska, North Dakota, and Wyoming increased from 4.7 percent to 4.8 percent, and the national average increased from 4.3 percent to 4.4 percent.

TRENDS OF EXPENDITURES FOR PUBLIC SCHOOLS

The changes in expenditures and sources of revenues are summarized as follows:

1. Current operating expenses for the public schools increased from $70,990,507 in 1965-66 to $79,813,054 in 1966-67 to an estimated $84,700,000 in 1967-68. From 1965-66 to 1966-67 the local funds increased from $57,680,372 to $60,690,115. The percent of the total obtained from local funds for that period declined from 77.2 percent to 74.9 percent. The state funds increased from $9,586,747 to $10,953,459, an increase from 12.8 percent to 13.5 percent of the total. The federal funds increased from $7,477,916 to $9,439,189, or an increase from 10 percent to 11.6 percent of the total.

   The distribution of total revenue receipts for the public schools, including current expenses and capital outlay, for 1967-68 are estimated as follows: local, 71.1 percent; state, 13.7 percent; and federal, 15.2 percent.

2. Capital outlay for public schools increased from $13,786,696 in 1965-66 to $14,677,944 in 1966-67. The outstanding bonded debt for public schools rose from $40,176,956 on June 30, 1966, to $43,022,268 on June 30, 1967.

3. During the last two years South Dakota has continued to trail behind the national average in school support for current operating expenses. The average annual increase over each preceding year was 7.2 percent from 1950-51 to 1965-66, whereas the national average was 9.7 percent. In South Dakota the percentage increases were 12.4 and 6.1, respectively, for 1966-67 and 1967-68. The average for the two years was 9.2 percent. The average national increases were 11.9 percent in 1966-67 and 9.9 percent in 1967-68—an average increase of 10.9 percent for the two years.

4. The expenditure per pupil in average daily attendance in South Dakota was $500 in 1966-67 and $541 in 1967-68. In the five-state region (Montana, Nebraska, North Dakota, South Dakota, and Wyoming), the average per-pupil expenditure was $530 in 1966-67 and $589 in 1967-68. The national averages for these two years were $538 in 1966-67 and $619 in 1967-68.
5. The average salaries of professional staff in South Dakota increased 5.4 percent from $5,025 in 1966-67 to $5,300 in 1967-68. The national average for those years increased 6.7 percent from $7,119 to $7,597. The five-state region surrounding South Dakota increased from an average of $5,850 to $6,228, or 6.5 percent.

PROPOSED PLAN OF PUBLIC SCHOOL FINANCIAL SUPPORT

The McLure-Hudson report of 1967 analyzed the present support of public schools in the Independent Districts of South Dakota. Their study was limited to a representative sample of 24 districts.

Their standards for analyzing the present plan of support were based on the following:

1. Average number of professional certificated staff members employed in districts of varying sizes, ranging from the smallest pupil enrollment to the largest. The average for districts of respective size was used as a standard for computing the cost of a foundation of support in each district.
2. The contribution of the local district as its share of the cost of the foundation is based on a uniform rate to be applied to the adjusted assessed valuation of each district. The result is a local contribution in relation to the tax ability of each district.
3. The state contribution to each district is based on the differences between the cost of the foundation and the contribution of the local district.

When these standards were applied to the sample of 24 Independent Districts, McLure and Hudson found that the stated foundation of $7,000 per classroom unit was not in reality an equalized foundation. They found that foundation funds were flat grants and had little or no equalizing effect and that the "true" foundation ranged from $1,718 per classroom unit in the district of least taxable wealth to $6,382 per unit in the district of greatest taxable wealth.

Accordingly those writers proposed a method for implementing an equalized foundation of support based on data of the 24 sample districts.

In this report the Special Committee has extended the analysis made by McLure and Hudson a year ago to all Independent Districts in the state.

A basic plan for an equalized foundation program of state and locally shared support is proposed for these districts. No proposal is submitted for Common School Districts because it is assumed that the state will take steps for immediate reorganization of these districts into Independent Districts.

THE PROPOSED FOUNDATION PLAN: MAJOR CHARACTERISTICS

The major characteristics of this plan are as follows:

1. The state would set a foundation goal high enough to operate for a period of three or four years without the necessity of reconstructing the apportionment formula annually to distribute the state appropriation.
2. Local districts would contribute to the cost of the foundation commensurate with (a) their local tax ability in relation to resident pupils and (b) their local tax effort.
3. The measure of educational need would be the classroom unit based on average staffing practice.
4. The foundation program would be limited to current operating expenses. Transportation expense would be excluded and would be treated as a special program. Capital outlay would be excluded. In principle, the Committee agrees that the state should establish a program for state and local sharing of expense for capital outlay, but a specific plan for implementing such a program is not proposed in this report.

THE PROPOSED PLAN: SPECIFICS

To illustrate the proposed foundation program for current operating expenses, the formulas for computing classroom units are first shown in Table 14. These formulas are based on average staffing practice in all Independent Districts in 1966-67. Mathematically, the formulas are lines of best fit for estimating the average number of regular teachers employed in districts with different pupil enrollments.

The formulas for portions A and B of Table 14 were prepared from two scattergrams, one for the elementary schools and the other for secondary schools in the Independent Districts. For example, for the elementary schools one point was plotted for each district with the number of pupils in average daily membership counted on the horizontal (X) axis and the corresponding number of teachers in regular programs counted on the vertical (Y) axis. The line of best fit through the points was computed by the method of least squares. This procedure may be found in any standard text in elementary statistics. The line of best fit is the type found in all first-year high school algebra courses as follows: $Y = mX + b$.

After computing the number of classroom units for regular teachers in items A and B, the item C would include teachers in special programs and services. Since the need for these staff members is not a direct function of enrollment size, it is proposed that the method of counting special teachers consist of the actual number of such staff in programs approved by the State Board of Education. In the case of programs where staff members are paid in part or entirely from special state and federal funds, the district should have the choice of deducting the number of staff members (full-time equivalents) paid from such funds or of including them with addition of applicable salaries to the district's local contribution to the cost of the foundation program.

The fourth component of classroom units is a 13 percent increase of units in the first three steps for nonteaching professional supportive staff.

These formulas are applied to the sample of 23 districts* studied in 1967 by McLure and Hudson. Data are for the latest year 1966-67.

Table 15 shows the computed classroom units, the percent of pupils (ADM) residing in the district, the number of classroom units divided in proportion to resident and tuition pupils, and the number of professional staff employed.

The proportions of pupils on a tuition basis vary widely among districts and thus increase the complexity of achieving an equitable fiscal system.

* The original sample of 24 has been reduced to 23 by consolidation.

TABLE 14

Method of Computing the Proposed Classroom Units, 1967-68

I. Instructional units for regular teachers: ADM = Number of pupils in average daily membership
   A. Elementary schools:
      1. Under 152 ADM: CRU = 0.0474 *times* ADM *plus* 0.80
      2. 152-1,053 ADM: CRU = 0.0397 *times* ADM *plus* 1.97
      3. Over 1,053 ADM: CRU = ADM *divided by* 24.0
   B. Secondary schools:
      1. Under 500 ADM: CRU = 0.0500 *times* ADM *plus* 2.0
      2. 500-1,100 ADM: CRU = 0.0384 *times* ADM *plus* 7.8
      3. Over 1,100 ADM: CRU = ADM *divided by* 22.0
II. Instructional units for special programs and services:
   C. Special teachers: CRU = Number of certificated teachers employed (full-time equivalents) in special programs approved by the State Department of Instruction
   D. Nonteaching professional staff (certificated): CRU = 0.13 *times* the sum of CRU's in items A, B, and C
III. Total number of classroom units for each district:
   Total CRU = Sum of results obtained in items A, B, C, and D

NOTE: Data were not available in this study to make an actual count of staff in Section C. Hence, all teachers were accounted for in A3 and B3. Hence, as data are reported on special teachers, to be applicable to item C, the averages for A3 and B3 should be recomputed.

TABLE 15

Basic Data for Illustrated Foundation Program, 1966-67
Sample of Independent Districts

County	*District*	*Elementary ADM*	*Secondary ADM*	*Total CRU*	*Percent of total ADM in residence*	*Resident CRU ($5 x $6)*	*Tuition CRU ($5 − $7)*	*Total professional staff employed*
1	*2*	*3*	*4*	*5*	*6*	*7*	*8*	*9*
Buffalo	Elvira	30.3	99.6	10.42	22.8	2.38	8.04	10.0
Edmunds	Roscoe	202.8	101.5	19.32	97.4	18.82	0.50	19.2
Yankton	Yankton	1,798.9	881.8	131.77	91.9	121.10	10.67	138.1
Walworth	Mobridge	728.6	393.1	60.52	97.6	59.07	1.45	66.0
Spink	Redfield	800.2	364.0	60.95	98.2	59.85	1.10	64.0
Lake	Lake Central	1,262.3	613.8	94.89	99.7	94.61	0.28	99.0
Codington	Watertown	2,360.6	1,279.2	176.86	91.1	161.12	15.74	184.0
Hughes	Pierre	1,874.3	875.9	135.07	93.3	126.02	9.05	137.0
Grant	Grant-Deuel	329.8	102.0	25.04	97.1	24.31	0.73	26.0
Minnehaha	Sioux Falls	12,904.4	4,862.1	857.31	98.7	846.16	11.15	867.5
Roberts	Corona	96.5	57.8	11.59	91.2	10.57	1.02	9.0
Harding	Buffalo	138.6	95.7	16.00	70.1	11.22	4.78	13.5
Brown	Aberdeen	4,034.2	1,644.3	274.40	95.8	262.88	11.52	271.0
Pennington	Rapid City	9,056.0	3,326.1	597.23	96.7	577.52	19.71	570.0
Beadle	Huron	2,691.9	1,235.0	190.18	94.8	180.29	9.89	189.0
Corson	McIntosh	326.8	160.4	28.20	79.6	22.45	5.75	28.0
Meade	Sturgis	1,322.7	683.2	100.73	90.6	91.26	9.47	95.5
Fall River	Hot Springs	777.0	396.8	61.77	92.9	57.38	4.39	55.5
Gregory	Burke	231.4	195.0	25.89	72.0	18.64	7.25	21.0
Hyde	Highmore	308.3	243.8	32.09	69.3	22.24	9.85	26.9
Yankton	Volin	40.4	39.5	7.56	68.4	5.17	2.39	7.0
Mellette	Wood	68.5	34.2	8.77	71.4	6.26	2.51	9.0
Turner	Chancellor	57.1	61.7	9.72	61.0	5.93	3.79	7.0
Davison	Mt. Vernon	144.4	136.5	18.61	46.3	8.62	9.99	17.0

METHOD OF COMPUTING STATE AID FOR THE PROPOSED FOUNDATION PROGRAM

The method of computing state aid for the proposed foundation program is shown in Table 16. This table is arranged as a basic worksheet as well as a procedure which helps to explain the plan of support and the principles underlying it. The data for the district of Huron are used to illustrate the procedure.

TABLE 16

Method of Computing State Aid for the Proposed Foundation Program, 1966-67

Item	County Beadle (illustration) District Huron (illustration)
1. Foundation goal (1) $11,000 per classroom unit (CRU), or (2) 1.65 *times* average salary for certificated staff, whichever is larger	$ 11,000
2. Total number of classroom units (CRU) (See Tables 14 and 15)	190.2
3. Number of resident CRU (percent of total CRU that resident pupil enrollment is of total enrollment)	180.3
4. District foundation contribution (computed local district tax yield at 24 mill levy on ag. property and 40 mill levy on other property adjusted assessed valuations)	$1,331,340
5. District foundation contribution per resident CRU (#4 *divided by* #3)	$ 7,384
6. Basic foundation contribution for total CRU (#5 *times* #2)	$1,404,437
7. Total cost of foundation goal (#1 *times* #2)	$2,092,200
8. Basic state aid (#7 *minus* #6)	$ 687,763
9. District budget levy (General fund)	$1,182,325
10. Effort ratio (#9 *divided by* #4)	0.8881
11. Adjusted basic state aid (#10 *times* #8)	$ 610,802
12. State aid allotment: amount in preceding year	$ 178,839
13. Additional adjusted basic state aid needed (#11 *minus* #12)	$ 431,963
14. Additional state aid allotment (#13 *times* 0.3705 * or a minimum guarantee, whichever is larger)	$ 160,042
15. Total foundation aid allotment (#12 *plus* #14)	$ 338,881

* State aid allotment ratio equals:

$$\frac{\text{Total foundation appropriation minus foundation aid for preceding year}}{\text{Total additional adjusted basic state aid needed in all districts}}$$

For purposes of this illustration the ratio of 0.3705 is estimated as the ratio to produce 100 percent increase in state foundation aid over 1966-67. This figure provides a convenient base for estimating allotments for any proposed increase in foundation aid.

Item 1 is the designated foundation goal. The figure of $11,000 per classroom unit is chosen as a realistic goal for 1969-70 to use in combination with a basic local district contribution computed at the rate of 24 mills on agricultural property and 40 mills on other property adjusted assessed valuations.

In 1966-67 the national average current expenditure per classroom unit was $12,650, exclusive of transportation. By 1969-70 this average is estimated to reach $16,000 per CRU if the increases in the next two years continue at the same rate as the past two years. The choice of the foundation goal in this proposal provides the state with a flexible program to make rapid progress for three or four years before a basic revision of the program would be needed.

A distinction between *total* number of classroom units and *resident* classroom units is shown in items 2 and 3. This distinction makes it possible for the state to require that areas which pay tuition to Independent Districts tax themselves as heavily for their children as the districts which receive them. Thus, the state could establish a financial incentive for reorganization of local districts as well as adopt other measures to accomplish this change.

The district foundation contribution, shown in item 4 of Table 16, is the computed yield of tax at the following rates on adjusted assessed valuation of property in the district: 24 mills on agricultural property and 40 mills on other property. This result is the base for computing the effort of the district. Also the amount of this computed tax yield per resident classroom unit (item 5) provides the base for comparing the equivalent tax effort of the areas sending tuition pupils to the district.

The district's total basic contribution to the foundation is the amount of the district's contribution per resident classroom unit (item 5) multiplied by the total number of classroom units based on resident and tuition pupils. This product (shown in item 6) is subtracted from the total cost of the foundation goal (item 7) to obtain the basic state aid shown in item 8.

At this stage of the procedure item 9 provides an entry of the actual tax revenue from local district levies for current operating expenses. This quantity is divided by the basic foundation contribution in item 4 to obtain the effort ratio of the district.

The effort ratio (shown in item 10) is multiplied by the basic state aid entitlement in item 8, giving the adjusted basic state aid entitlement shown in item 11. The portion of the basic aid to be funded is thus commensurate with the local tax effort.

After computing the adjusted basic state aid, the next steps determine the actual allotment. First, the amount of state foundation aid in the

preceding year* is entered in item 12 and deducted from item 11, leaving the additional adjusted basic state aid needed in item 13. The amount of this needed aid to reach the foundation goal is multiplied by a state allotment ratio. This ratio would be computed by the State Department of Education after certification of the amount of the state appropriation for the foundation program had been received. In this study the ratio of 0.3705 is estimated as the figure which would result if the present foundation aid were doubled. This gives a convenient base for estimating the allotment for any district with any percentage increase of present aid.

The total foundation aid would be the sum of items 12 and 14. Thus, this total is not equal to the adjusted basic state aid shown in item 11. This difference is what was mentioned earlier as a flexibility feature to allow growth for more than one year before reaching the need for reconstructing the plan.

Two other flexible features of this plan should be emphasized. One is the opportunity that the local district has to increase its state aid by increasing its local school tax. The other one is the opportunity for a local district to raise its foundation goal automatically by applying the factor 1.65 to the average salary of professional, certificated staff as the average salary rises above $6,666.

If there are those who would have reservations concerning the use of this second feature, they should consider the natural controls of local tax effort required by the local district to make increases, the weight that local boards of education give to training and experience in salary policies, and the effects of supply and demand.

ILLUSTRATED PROFILE

The description of this proposed foundation program may be illustrated further by examining the profile of the 23 sample districts in Chart I. In this chart the districts are ranked in descending order from the highest in taxable wealth per resident classroom unit (Res. CRU) to the lowest. Table 17 is arranged to show the figures in detail that are represented graphically in Chart I.

The reader should first note the lengths of the bars, or the figures in Table 17, represented by the sum of sections 1 and 2. This sum represents the amount of computed local tax yield per resident CRU at the rates of 24 mills on agricultural property and 40 mills on other property. This combination is defined here as the *district foundation contribution,* or DFC.

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* The total amount to enter in item 12 is not to exceed the average amount of foundation aid per CRU in the preceding year *times* the total number of CRU's for the current year.

Section 1 of the chart represents amounts of local and county funds per total CRU. Note that six districts—Rapid City, Huron, Burke, Highmore, Wood, and Mt. Vernon—have no section 2, but they are the only ones with a section 5. This means that their total local and county funds per total CRU amount to more than their DFC per resident CRU. These funds include miscellaneous local revenues, local taxes, miscellaneous county revenues, and county taxes for tuition pupils.

Section 2 represents the additional revenue per CRU needed from local district taxes and county tuition funds to reach the amount per resident CRU from local taxes at the 24-40 mill rates on adjusted valuation of property. Part of this difference would require additional tuition funds so that the total per pupil would be equal to the amount raised locally at the computed base rates.

Section 3 represents the amount of present foundation aid per classroom unit. The sum of sections 1, 2, and 3 gives a profile of the present base to which will be added section 4, the illustrated additional state aid. The reader should note the equalization pattern, with small increases at the top and progressively larger amounts downward. Some of the variations in the present aid are inequities as measured by the principle of equalization, but these differences would be corrected gradually by this plan.

Section 5, as mentioned, consists of local and county funds beyond the amount required to meet the basic foundation contribution for resident and tuition pupils. Section 6 includes special state and federal funds. Funds in both of these sections do not enter into the computations for the foundation program and may be termed local leeway funds.

Attention is called to the need for a special provision for such districts as Elvira and Roscoe which would receive no aid under the formula, or less than the amount received at present. In this study an arbitrary amount of $1,200 per CRU is shown to illustrate a common method to allot a small amount of aid to the wealthiest districts.

Table 18 shows more detailed information on computations of state aid for this sample of districts, following the procedure shown in Table 16.

TABLE 17. Profile of Revenue per Classroom Unit for Proposed Program Shown in Chart I, 1966-67 Data

District	Local and county funds per CRU	Additional revenue needed for basic foundation contribution*	Present foundation aid	Illustrated additional foundation aid	Local leeway excluded from foundation: Local and county funds above DFC**	Local leeway excluded from foundation: Special state and federal revenue including federal 874	Total present revenue (Col. 2+4+6+7)	Total potential revenue (Col. 3+5+8)
1	2	3	4	5	6	7	8	9
Elvira	$6,704	$7,982	$ 815	$ 82***	$ 0	$4,687	$12,206	$20,270
McIntosh	4,619	8,466	659	66***	0	3,457	8,735	17,267
Buffalo	5,863	6,233	600	60***	0	1,155	7,618	13,901
Redfield	7,462	2,808	768	77***	0	1,786	10,016	12,901
Roscoe	7,771	1,933	807	81***	0	1,388	9,966	11,980
Sioux Falls	8,037	1,250	873	397	0	789	9,699	11,346
Mobridge	7,512	1,023	1,027	408	0	1,417	9,956	11,382
Watertown	8,045	0	943	888	385	1,258	10,631	11,519
Rapid City	7,174	783	998	577	0	948	9,120	10,480
Grant-Deuel	5,142	2,587	568	538	0	1,045	6,755	9,880
Aberdeen	7,118	598	887	706	0	1,398	9,403	10,707
Sturgis	5,592	1,925	912	492	0	1,609	8,113	10,530
Huron	7,005	379	940	843	0	802	8,747	9,969
Lake Central	6,979	345	909	886	0	1,416	9,304	10,535
Yankton	7,050	267	930	882	0	845	8,825	9,974
Pierre	5,796	1,519	1,019	737	0	1,079	7,894	10,150
Wood	4,818	2,468	956	367	0	759	6,533	9,368
Corona	5,414	1,566	666	707	0	1,235	7,315	9,588
Hot Springs	5,920	661	960	1,013	0	1,906	8,786	10,460
Highmore	5,314	1,052	757	764	0	1,937	8,008	9,824
Burke	5,827	0	717	1,598	354	768	7,666	9,264
Mt. Vernon	4,854	0	749	2,122	1,308	115	7,026	9,148
Volin	4,459	0	831	2,257	791	349	6,430	8,687
Chancellor	3,566	470	759	2,339	0	2,129	6,454	9,263

* Amount of additional funds per total CRU needed to equal the amount of the district foundation contributions per resident CRU.
** District foundation contribution = DFC.
*** An illustrated increase of 10 percent over the preceding year.

CHART I: Profile of Proposed Financial Support for Independent Districts—1966-67 Data

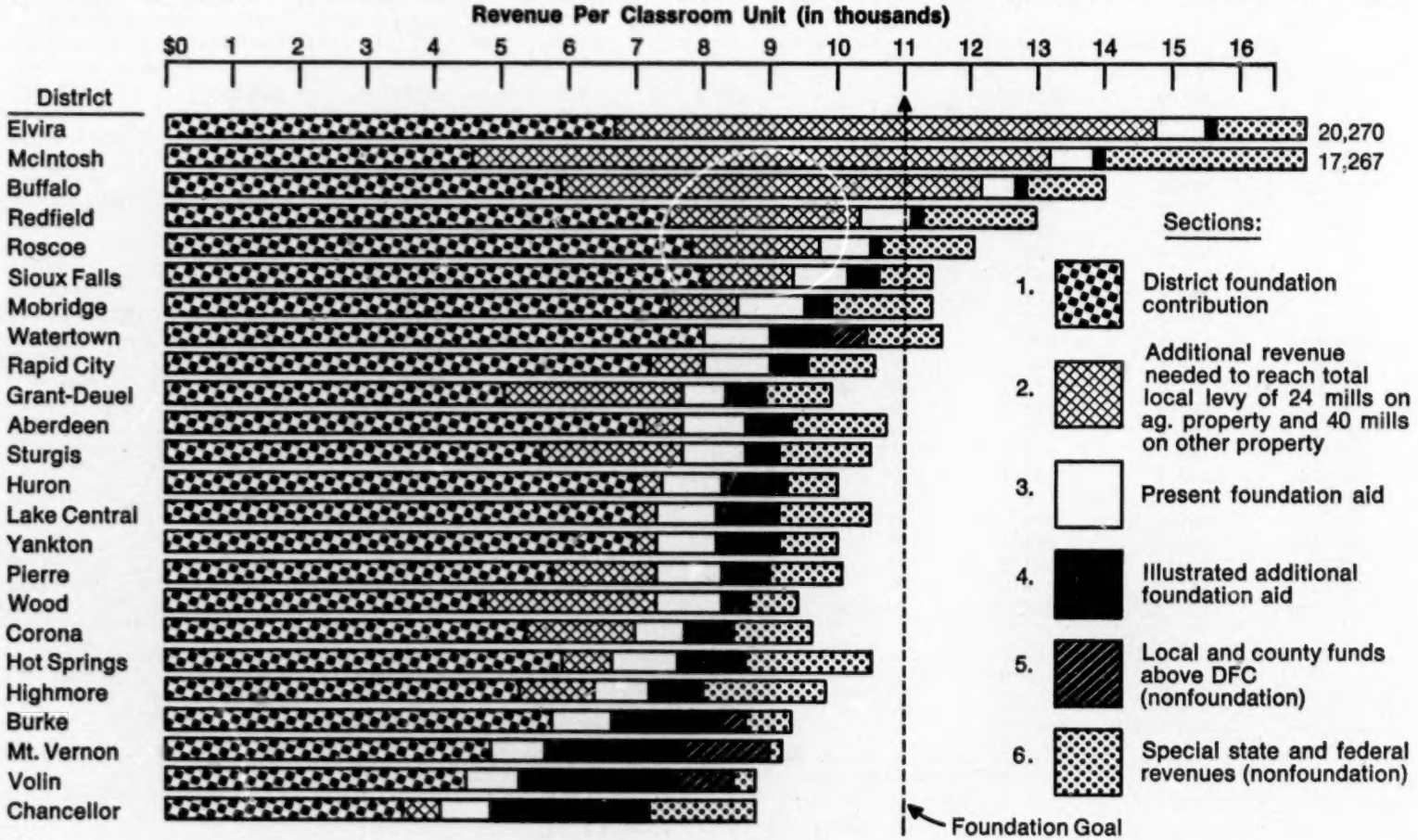

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TABLE 18

Computations of State Aid for the Proposed Foundation Plan
Sample of 23 Independent Districts
1966-67 Data

District	Foundation goal $11,000 per CRU or 1.65 times average salary	Total CRU	Resident CRU	DFC* @ 24 mills on ag. property 40 mills on other property	DFC per resident CRU (Col. 4 ÷ Col. 3)	Basic foundation contribution for total CRU (Col. 5 × Col. 2)	Cost of foundation goal (Col. 1 × Col. 2)
A	1	2	3	4	5	6	7
Elvira	$11,000	10.4	2.4	$ 35,246	$14,686	$ 152,734	$ 114,400
Roscoe	11,000	19.3	18.8	182,433	9,704	187,287	212,300
Yankton	11,000	131.8	121.1	886,089	7,317	964,381	1,449,800
Mobridge	11,000	60.5	59.1	504,448	8,535	516,368	665,500
Redfield	11,000	61.0	59.3	615,185	10,270	626,470	671,000
Lake Central	11,000	94.9	94.6	692,881	7,324	695,048	1,043,900
Watertown	11,172	176.9	161.1	1,233,989	7,660	1,355,054	1,976,327
Pierre	11,000	135.1	126.0	921,676	7,315	988,257	1,486,100
Grant-Deuel	11,000	25.0	24.3	187,808	7,729	193,225	275,000
Sioux Falls	11,581	857.3	846.2	7,859,029	9,287	7,961,745	9,928,391
Corona	11,000	11.6	10.6	73,985	6,980	80,968	127,600
Buffalo	11,000	16.0	11.2	135,471	12,096	193,536	176,000
Aberdeen	11,000	274.4	262.9	2,028,648	7,716	2,117,270	3,018,400
Rapid City	11,000	597.2	577.5	4,594,886	7,957	4,751,920	6,569,200
Huron	11,000	190.2	180.3	1,331,340	7,384	1,404,437	2,092,200
McIntosh	11,000	28.2	22.5	294,414	13,085	368,997	310,200
Sturgis	11,000	100.7	91.3	686,308	7,517	756,962	1,107,700
Hot Springs	11,000	61.8	57.4	377,733	6,581	406,706	679,800
Burke	11,000	25.9	18.6	101,794	5,473	141,751	284,900
Highmore	11,000	32.1	22.2	141,331	6,366	204,349	353,100
Volin	11,000	7.6	5.2	19,072	3,668	27,877	83,600
Wood	11,000	8.8	6.3	45,902	7,286	64,117	96,800
Chancellor	11,000	9.7	5.9	23,810	4,036	39,149	106,700
Mt. Vernon	11,000	18.6	8.6	30,499	3,546	65,956	204,600

* DFC = District foundation contribution based on adjusted assessed valuations.

TABLE 18 (Continued)

District	*Basic state aid (Col. 7 − Col. 6)*	*District budget levy (general fund)*	*Effort ratio (Col. 9 ÷ Col. 8)*	*Adjusted basic state aid (Col. 10 × Col. 8)*	*State foundation aid in preceding year*	*Additional adjusted basic state aid needed (Col. 11 − Col. 12)*	*Additional state aid allotment (Col. 13 × .3705)*	*Total foundation aid (Col. 12 + Col. 14)*
A	*8*	*9*	*10*	*11*	*12*	*13*	*14*	*15*
Elvira	$ 0	$ 18,000	0.5107	$ 0	$ 8,492	$ 0	$ 849**	$ 9,341
Roscoe	25,013	140,006	0.7674	19,195	15,582	3,613	1,558**	17,140
Yankton	485,419	796,657	0.8991	436,440	122,552	313,888	116,296	238,848
Mobridge	149,132	432,927	0.8582	127,985	62,176	65,809	24,382	86,558
Redfield	44,530	413,703	0.6725	29,946	46,812	0	4,681**	51,493
Lake Central	348,852	621,952	0.8976	313,130	86,227	226,903	84,068	170,295
Watertown	621,273	1,173,561	0.9510	590,831	166,865	423,966	157,079	323,944
Pierre	497,483	753,327	0.8173	406,593	137,703	268,890	99,624	237,327
Grant-Deuel	81,775	116,007	0.6177	50,512	14,215	36,297	13,448	27,663
Sioux Falls	1,966,646	6,664,101	0.8480	1,667,716	748,083	919,633	340,724	1,088,807
Corona	46,632	47,371	0.6403	29,858	7,723	22,135	8,201	15,924
Buffalo	0	66,273	0.4892	0	9,602	0	960**	10,562
Aberdeen	901,130	1,725,184	0.8504	766,321	243,421	522,900	193,734	437,155
Rapid City	1,817,280	3,858,007	0.8396	1,525,788	596,168	929,620	344,424	940,592
Huron	687,763	1,182,325	0.8881	610,802	178,839	431,963	160,042	338,881
McIntosh	0	119,979	0.4075	0	18,572	0	1,857**	20,429
Sturgis	350,738	441,642	0.6435	225,700	91,896	133,804	49,574	141,470
Hot Springs	273,094	315,682	0.8357	228,225	59,313	168,912	62,582	121,895
Burke	143,149	92,668	0.9103	130,309	18,576	111,733	41,397	59,973
Highmore	148,751	85,990	0.6084	90,500	24,303	66,197	24,526	48,829
Volin	55,723	17,998	0.9437	52,586	6,280	46,306	17,156	23,436
Wood	32,683	24,000	0.5229	17,090	8,382	8,708	3,226	11,608
Chancellor	67,551	24,182	1.0156	68,605	7,376	61,229	22,685	30,061
Mt. Vernon	138,644	26,503	0.8690	120,482	13,932	106,550	39,477	53,409

** A provision could be written into the law to give those districts which receive no additional aid by formula a guaranteed increase based on percent of state foundation aid in the preceding year (Col. 12). A 10 percent increase is chosen for this illustration.

SUMMARY

This chapter presents data on economic trends, tax resources, and expenditures for public schools for the two years 1966-67 and 1967-68 following the 1967 McLure-Hudson report. In addition, a revised foundation plan of school support is proposed for application to Independent Districts. In summary—

1. The economic ability of South Dakota to support public schools remains at approximately 80 percent of the national average.
2. The distribution of revenues for current operating expenses of public schools by resources changed slightly from 1965-66 to 1967-68. In the former year the percentages were, respectively, local, 77.2; state, 12.8; federal, 10.0. In 1967-68, the figures were—local, 71.1 percent; state, 13.7 percent; and federal, 15.2 percent.
3. From 1965-66 to 1967-68, South Dakota's average annual increase in current operating expenses was 9.2 percent, compared with an average annual increase of 10.9 percent for the nation.
4. The proposed basic foundation plan for state and locally shared costs of current operating expenses is designed to improve the financial support of the public schools commensurate with the economic ability of the state. Fully adequate support may require much more supplementation from the federal government than is presently available.
5. The proposed foundation plan has the following characteristics:
   (a) The measure of educational need is based on the classroom unit (CRU) similar to the one used in the present plan. A revised procedure for computing CRU's is based on average practice among local districts in staffing the schools.
   (b) A proposed foundation goal of $11,000 per CRU, or 1.65 times the average salary for all certificated professional staff members in the local district, whichever is larger, would be established as a basis for computing the amounts of funds to be derived from state and local sources.
   (c) A local district foundation contribution is based on the computed tax on adjusted assessed valuations at a 24-mill levy on agricultural property and 40 mills on other property.
   (d) The state contribution is based on the difference between the computed local district contribution and the foundation goal (see item 8 of Table 16). If the foundation goal were fully funded, the state and local contributions could be expressed for each district in precentage terms according to following formula:

State percent (R) equals 100 minus 60

$$\left[\frac{\textit{DFC per resident CRU in district}}{\textit{Ave. DFC per resident CRU in all districts}}\right]$$

DFC—district foundation contribution
CRU—classroom unit

This formula permits the state to increase the state share of the foundation cost from approximately 14 percent in 1967-68 to 40 percent at full funding of the proposed foundation goal. At that time the local district contribution would be 60 percent of the foundation goal. Thus, the formula provides a procedure for gradually increasing the proportion of school support from state taxes as rapidly as the state might desire.

(e) The annual allocation of state foundation aid to each district would be commensurate with the local tax effort of the district, as well as the local taxing ability. (See item 5 of Table 16 as the measure of local ability and item 10 of that table as the measure of local tax effort.)

(f) The annual allotment of state foundation aid would be prorated to each district under this proposed formula in accordance with (i) the total state appropriation for foundation aid, (ii) the local ability of the districts, and (iii) the tax effort of the local districts to support the schools.

(g) The foundation goal of support excludes expenditures for transportation, capital outlay, and earmarked state and federal funds for special programs.

Notes

[1] National Education Association, Research Division. *Rankings of the States, 1968.* Research Report 1968-R1. Washington, D.C.: the Association, 1968. p. 45.

[2] U.S. Bureau of the Census. *City and County Data Book, 1967.* A statistical abstract supplement. Washington, D.C.: Government Printing Office, 1967.

[3] National Education Association, *op. cit.*, pp. 6, 10.

[4] Council of State Governments. *The Book of the States, 1966-67.* Chicago: the Council, 1966.

[5] South Dakota Farmers Union. *Guide to 1968 Farmers Union State Issues.* Huron, S. Dak.: the Union, 1968. p. 9.

[6] National Education Association, Educational Finance Committee. *Financial Status of the Public Schools, 1968.* Washington, D.C.: the Association, 1968. pp. 2-3.

[7] Data in these paragraphs obtained from the National Education Association, Research Division. *Rankings of the States, 1968.* Research Report 1968-R1. Washington, D.C.: the Association, 1968. 71 pp.

[8] National Education Association, Research Division. *Teacher Supply and Demand in Public Schools, 1967.* Research Report 1967-R18. Washington, D.C.: the Association, 1967. pp. 62-63.

[9] *Ibid.*, pp. 64-65.

[10] DeBoer, Lee. *32nd Annual Survey of Teacher Placement in South Dakota for 1967.* Springfield, S. Dak.: Southern State College, 1967. 2 pp. (Mimeo.)

[11] Kraft, Dennis C. "Reasons for Mobility Among Teachers in South Dakota Schools." *SDEA Journal* 43: 15-17; January 1968.

[12] *Ibid.*

[13] *Ibid.*

[14] South Dakota Public Schools. *South Dakota School Statistics, 1966-67.* Research Bulletin 45.6. Pierre: South Dakota Board of Education, 1966.

[15] South Dakota Education Association, Research Division. *How Do We Compare?* Research Division III and V, 1967-68. Pierre: the Association, 1968.

[16] McLure, William P., and Hudson, C. Cale. *Financial Support of the Public Schools of South Dakota: An Evaluation.* Washington, D.C.: National Education Association, Commission on Professional Rights and Responsibilities, 1967. 53 pp.

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